



NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

THESIS

**A QUALITATIVE ANALYSIS OF THE ASSIGNMENT OF
HUMAN RESOURCE OFFICER (HRO) SUBSPECIALTY
CODES TO HR BILLETS**

by

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September 2006

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**A QUALITATIVE ANALYSIS EVALUATING THE ASSIGNMENT OF HUMAN
RESOURCE OFFICER (HRO) SUBSPECIALTY CODES TO HR BILLETS**

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ABSTRACT

This study examines the knowledge, skills and abilities (KSA) represented by U.S. Navy Subspecialty (SSP) codes assigned to Human Resource Officers (HRO) and the qualitative fit to Human Resource (HR) billets. The HRO designator subspecialty code assignment process and the process of assigning SSP codes to HR billets was examined, as well as the current process used by Major Manpower Claimants (MMC), Subject Matter Experts (SME) and resource sponsors to assign SSP codes to HR billets. A researcher-developed survey of 183 HROs and/or supervisors found: (a) There is a reality-driven trend (insufficient inventory) whereby HR assignment and placement officers respond to end-user demands, and “mismatch” HROs to billets without requisite KSAs; (b) Many of these officers compensate for KSA-billet incongruence through coping behaviors, i.e., taking outside courses, OJT, and a “can-do” culture. One way to mitigate the mismatch phenomenon for obtaining SSP codes is to establish a consistent approach, i.e., HR community leaders ensure that all relevant HR SSP codes are obtained through the Naval Postgraduate School (NPS). Additional controls and oversight are needed to ensure that Navy policy (push-driven) is not short-circuited by end-user demands (pull-driven), i.e., compounding costs and degrading missions, functions, and tasks.

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LIST OF ACRONYMS

AFIT	Air Force Institute of Technology
AMD	Activity Manning Document
AVN	All Volunteer Force
BSC	Billet Sequence Code
CIVINS	Civilian Institutions
CBA	Cost Benefit Analyses
CNO	Chief of Naval Operations
CoP	Communities of Practice
CSR	Core Skill Requirements
DOD	Department of Defense
DON	Department of the Navy
ESR	Education Skill Requirements
FM	Financial Management
GRAD ED	Graduate Education
GSBPP	Graduate School of Business and Public Policy
HR	Human Resource
HRO	Human Resource Officer
HRMS	Human Resource Management System
HSI	Human Systems Integration
IRB	Institutional Review Board
JPME	Joint Professional Military Education
KSA	Knowledge, Skills, and Abilities
MMC	Major Manpower Claimants
MPT&E	Manpower, Personnel, Training and Education
MSA	Manpower Systems Analysis
NAVMAC	Navy Manpower Analysis Center
NOBC	Naval Officer Billet Classifications
NOOCS	Navy Officer Occupational Classification System
NPS	Naval Postgraduate School
NSS	Navy Subspecialty System

NWC	Naval War College
OA	Operations Analysis
OBLISERV	Obligated Service
OCM	Officer Community Managers
ODCR	Officer Distribution Control Report
OJT	On-the-Job Training
OMF	Officer Master File
PCO	Perspective Commanding Officer
PCS	Permanent Change of Station
PPBE	Planning, Programming and Budget Execution
PPBS	Planning, Programming, and Budget System
PRI	Primary
PXO	Perspective Executive Officer
RL	Restricted Line
ROI	Return on Investment
SA	Situation Awareness
SEC	Secondary
SME	Subject Matter Experts
SRB	Subspecialty Requirements Board
SRR	Subspecialty Requirement Requests
SSP	Subspecialty
SWOT	Strengths, Weaknesses, Opportunities and Threats
TA	Tuition Assistance
TAD	Temporary Assigned Duty
TDY	Temporary Duty
TFMMS	Total Force Manpower Management System
TFARS	Total Force Authorizations and Requirements System
UIC	Unit Identification Code
URL	Unrestricted Line

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I. INTRODUCTION

A. BACKGROUND

The Human Resource (HR) Community was established in October of 2001 after the parcels of the Fleet Support Community. Though the Department of the Navy (DoN) is generally recognized for pushing cutting-edge technology and for performing well in ambiguous and uncertain environments, a macro analysis of the Navy's human capital strategy falls short when compared to Quadrennial Defense Reviews (QDR) for future capabilities and technology (DoD, 2001). One opening premise of this study is that for the Navy to continue to increase its operational efficiency (ratio of inputs to outputs) and effectiveness (goal accomplishment and adaptability), it must attract, select, train, retain, motivate and manage an increasingly scarce supply of human capital. The DoN has mandated the HR Community as the lead and primary authority responsible for accomplishing these vitally important objectives.

The HR Community has incorporated the Navy Subspecialty System (NSS) into its long range plan for accomplishing the DoN stated objectives. The NSS is an integrated manpower and personnel classification system which establishes criteria and procedures for identifying officer requirements for advanced education, functional training, and significant experience in various manpower, personnel, training and education (MPT&E) fields and disciplines. The complex application of these various fields and disciplines represented by subspecialty (SSP) codes involves various tools used to match the knowledge, skills, and abilities (KSA) of Human Resource Officers (HRO) with the KSAs necessary to successfully fulfill the requirements of HR billets requirements.

The Navy SSP was developed as a means of defining officer graduate education requirements for its officers and is based on the identified needs of the Navy through a process formally known as the Planning, Programming, and Budget System (PPBS), process, currently referred to as the Planning, Programming, and Budget Execution

(PPBE). The PPBE is a multi-year cycle involving the Commanders in Chief of all Military Departments, Joint Chiefs of Staff, through the Department of Defense, to the President.¹

Due to the limited inventory of HROs it becomes self-evident that the KSAs of a respective HR SSP are in-line with the KSAs required to fill available HR billets. Additionally, the Navy is constrained in that it develops or *grows* (vice hire from the civilian sector) a wide array of capital experts i.e., enlisted and officer human capital experts in the field of managing the human resources from hiring into retirement. The particular focus of this research project is to analyze the current assignment of the Navy's HR SSP codes in terms of the KSAs required to perform effectively in various HR billets. The KSAs represented by SSP codes can be attained through post bachelor education from DoD institutions e.g., Navy Postgraduate School (NPS), approved civilian institutions (CIVINS), or experience equivalent tours, requiring HROs to serve in billets for a minimum of 18 months. The latter two requires HROs to formally submit a request to be granted a SSP code.

B. OBJECTIVES

The objective of the study is to analyze the current process for assigning HROs with various SSP codes to vacant billets and to offer recommendations for standardizing the assignment of HR SSP codes to facilitate the uniform placement of HROs to HR billets. The idea is to maximize the Navy's return on investment (ROI) of post bachelor degree education. It is assumed that the Navy's personnel experts possess the appropriate KSAs represented by their SSP codes to adequately fulfill the requirements of the HR billet. The following areas are examined: the SSP assignment process, methods of acquiring SSP codes, reviewing of how well/poor HROs of various SSP codes are performing in billets under the current process; and a brief examination of the economic cost of poor job matching (placing the wrong HR SSP in a billet). Additionally, a survey was conducted to ascertain the extent to which HROs currently filling HR billets perceive

¹ US DOD: The Historical Context. Retrieved July 29, 2006 from <http://www.dod.mil/comptroller/icenter/budget/histcontext.htm> from OSD Comptroller.

that the current assignment process for matching HRO SSP codes with available HR billets provide them with the necessary KSAs to perform their respective jobs and support the Navy's missions.

C. RESEARCH QUESTIONS

- Has the Navy successfully accomplished the CNO's 1998 mandate for transformation of the Navy's subspecialty system (NSS)?
- Should the request of the gaining command be the primary tool and main source of information used in assigning HR SSP codes to HR billets?
- Can improved uses of technology impact the current process and assist in correctly matching the KSAs of HR SSP codes with the KSAs of HR billets?
- Should the HR community recognize SSP codes acquired from educational institutions other than the Naval Postgraduate School (NPS) or experience equivalent tours?

D. LIMITATIONS

This study includes quantitative data that is intended to provide a snapshot in time of the current application of HRO SSP codes, and does not represent any policy changes taking place after the survey was concluded and/or analyzed.

The HR SSP survey results may not represent the perceptions of all HROs Navy wide. As a result of the fragmented nature of the HR designator, as well as the time necessary for data collection the survey results contain responses from those HROs not in transit as a result of a permanent change of station (PCS), temporary duty (TDY), Temporary Assigned Duty (TAD), or limited duty status at the time the survey was administered. The sample size of the survey is relatively small ($n = 183$); however the survey is representative of a cross-section of the total HR population. Both the computational and survey data sources are intended to support, amplify, or analyze only certain aspects of the current matching and utilization of HR SSP codes and HR billets.

E. METHODOLOGY

This project includes the following methodology:

- A literature review of current Navy instructions, directives, doctrine and other available library information resources was conducted.
- A HROs SSP survey was administered to attain primary data and to acquire the perception of HROs currently in the fleet filling HR billets.

- Conducted face-to-face interviews with personnel who have detailed knowledge about the HR SSP coding process, HR designated billets and general HR community information.
- The current SSP code assignment process was reviewed.
- The current hierarchical system used in the SSP code assignment process was reviewed.
- The effectiveness and efficiencies of the current assignment process of HROs to HR billets was examined by drawing a random sample of 183 survey respondents to determine how HROs of various SSP perform in various HR billets.
- Approximately six telephone interviews were conducted to ascertain current relevant operations and to discuss issues which might streamline the current process and facilitate the standardized assignment of HROs to vacant billets, including introducing appropriate technology to enhance the process, and to document lessons learned.
- Benefits and costs of recognizing SSP acquired only through attending NPS were briefly evaluated.
- Conclusions are drawn and recommendations are offered based qualitative analysis and survey results.

F. ORGANIZATION OF THE STUDY

This project is organized into five chapters. Chapter II provides a historical description of how the Human Resource Community evolved into what it has become today. It further describes the current NSS, the delineated responsibility within the hierarchy and the reporting system used to monitor the current system. Chapter III is a quantitative analysis which examines the cost associated with SSP codes from the perspective of NPS, as well as the current semi-annual SSP code utilization report conducted by PERS 45E. Chapter IV is composed of a combination of both qualitative and quantitative analysis of data compiled from a HRO SSP survey that was distributed to HROs. It also explains how the data is collected and the methodology used to gather the information. Survey analysis is used to augment quantitative data and to evaluate the extent to which HRO SSP codes are being appropriately applied to HR billets. It also assesses the extent to which current HROs filling HR billets perceive that they possess the necessary KSAs to perform the job functions of the HR billet to which they are

assigned. Finally, Chapter V summarizes data findings, including conclusions and recommendations concerning standardizing the assignment of HRO SSP codes to recurring HR billets.

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II. LITERATURE REVIEW

A. OVERVIEW

The military has performed remarkably well in recent campaigns and specifically the Navy has been increasingly better manned as a result of a variety of manpower, personnel, training and education (MPT&E) initiatives. However, there is still work to be done if optimization is to be attained by the Navy's personnel readiness system. A medium must be found by which each individual is consistently, systematically and comprehensively assigned to billets based upon knowledge, skills and abilities (KSAs) to facilitate job maximization and performance. The Navy has sometimes been cast in the role of reactionary over the past decades ranging from draft demands during World War II and into the Cold War, numerous calls for downsizing, and adapting to fight the global war on terrorism (GWOT). Understandably, focus was not always centered on the individual. As we transitioned from conscription shortly after the Vietnam War to the all volunteer force (AVF) it is not surprising that there is a degree of misalignment and inefficiency in the present human resource system.

In an effort to address the chinks in the armor of the current human resource system the Navy has implemented *Sea Power 21*, more specifically *Sea Warrior*. The goal of *Sea Warrior* is to integrate the Navy's MPT&E organizations into a single, efficient, information rich human resource management system. The goal of the Navy's human resource system is to produce well-trained sailors to man the fleet. The focus of the human resource system is to grow individuals from the instant they enlist into the Navy until their eventual retirement. To accomplish this goal a career continuum of training and post bachelor education is essential to perform both effectively and efficiently in increasingly demanding and dynamic environments. In a 2003 article titled *Sea Warrior: Maximizing Human Capital*, by Vice Admiral Alfred G. Harms Jr., Vice Admiral Gerald L. Hoewing, and Vice Admiral John B. Totushek, U.S. Navy, offered the following observations on matching the correct sailor with the correct billet:

Through Sea Warrior, we will identify sailors' precise capabilities and match them to well-articulated job requirements that far exceed the simplistic criteria used today. (Harms, Hoewing and Totuskek, 2003).

Figure 1 below displays a broad overview of the Navy's five-vector model.



Figure 1. Five Vector Model

Source: Proceedings June 03 Sea Warrior: Maximizing Human Capital

The above model utilizes intelligent agents identical to those used to analyze job preferences and skills, then compares them to available jobs as well as interrogating the career model, finally evaluating the sailor's progression along each vector, ultimately factoring this same information into the assignment decision. This process incorporates the needs of the Navy, the gaining command and the individual. The job requirements defined by the five-vector model are designed to ensure the right KSAs are developed. The following statement by the authors of *Sea Warrior: Maximizing Human Capital* captures the genesis of the future of the human resource system:

Allied with the personnel and training elements of Sea Warrior is Improving Navy's Workforce, a job content definition initiative that uses Department of Labor competency descriptors developed by SkillsNet. The

SkillsNet methodology defines job requirements in terms of knowledge, skills, abilities and tasks, as opposed to our current approach of relying on tools such as rating badge, naval enlisted code and Navy officer billet classification codes which are only loosely associated with the billet. (Harms, Hoewing and Totushek, 2003)

The HR community is attempting to fill the role and accomplish Naval objectives by fostering a learning environment (Marsick and Watkins, 1994). A learning organization is able to improve itself by acquiring and sharing knowledge, including a process for acting on new knowledge (Marsick and Watkins, 1994). In an ideal learning organization, individual learning is continuous, knowledge is shared, and the culture is supportive of learning practices. Individuals are encouraged to think critically and to take calculated risks with new ideas. Additionally, individual and team contributions are valued.²

B. JOB MATCHING THEORY AND NAVY APPLICATION

The armed forces each year is faced with the extraordinary task of selecting over 300,000 new recruits who are willing to serve their country, as well as determining which specialty each new recruit is trained for. The objective is to maintain a standardized methodology and infrastructure with the ability to achieve person-to-job matching or *fit* which will be used for the remainder of this study. A more suitable fit results in optimized human development and utilization patterns with aggregate improvements in the desired end-state. The current job matching model relies heavily on all involved in the process having access to imperfect information, meaning that neither the employer or the employee are certain if the required fit has been achieved. Turnover is the result of poor job matching which takes place upon the arrival of information about the current fit. In a 1979 study of job matching and the theory of turnover (Jovanovic, 1979) offers two models that seek to differentiate the underlying causes of poor fit. Descriptions of these models are as follows.

A job is an “experience good” in the terminology of Nelso (1970); that is, the only way to determine the quality of a particular match is to form the match and “experience it.” In the second category are pure “search-good”

² The Learning Organization: An Integrative Vision for HRD, by Victoria J. Marsick and Karen E. Watkins, *Human Resource Development Quarterly*, 1994. Retrieved August 13, 2006 from http://www.astd.org/astd/Resources/performance_improvement_community/Glossary.htm.

models of job change (Kuratani 1973; Lucas and Prescott 1974; Burdett 1977; Jovanovic 1978b; Mortensen 1978; Wilde 1978). In those models, jobs are pure search goods and matches dissolve because of the arrival of new information about an alternative prospective match. Hirshleifer (1973) introduces the more appropriate designation “inspection goods.” Inspection is evaluation that can take place prior to purchase, experience only after purchase.

In most cases a job match is treated as a pure experience good, meaning that the determination of job match can only be accurately measured based upon historical data. Workers typically continue working on jobs in which their performance is deemed to be relatively high. Conversely, if their performance is revealed to be low the individual will self select themselves out of a job. An individual’s job tenure will also increase as a function of performance with an end-state of increased productivity. Loosely speaking, a mismatch between a worker and employer is likely to be detected early in the process rather than later.

The Navy utilizes a computer algorithm to match recruits to jobs. This program is called Classification and Assignment within PRIDE (Personalized Recruiting for Immediate and Delayed Enlistment) (CLASP). The algorithms of CLASP use the characteristics and the Navy’s priorities to generate a list of ranking jobs for the highest to the lowest priority. The Navy applies CLASP to approximately 80 percent of its new recruits into specific occupations or ratings. The remaining 20 percent are classified as airman (AN), seaman (SN), or fireman (FN) ratings. The Navy classifier inputs several predictors into CLASP such as high school graduation status, physical qualifications, citizenship, etc., as well as the applicant’s preferences. The applicant receives 5 of 15 occupational fields that the applicant has indicated are their most preferred occupational areas. The system then computes a pay-off index and computes a weighted average for the following six indicators:

1. Predicted school success
2. Technical aptitude/job complexity
3. Navy priority/individual
4. The rating’s fill rate
5. The rating’s minority fill rate
6. Predicted attrition

The matching of recruits to jobs is an important process, since the person-job-match may determine the tenure of a new recruit entering the armed services. It is pivotal that indicators are used to validate the process predictors used, to determine if optimum fit has been achieved between the new recruit and the pending assignment.

C. JOB CREATION

The creation of a job is dependent on information readily accessible to would-be employers. In a 1994 study by Mortensen and Pissarides, two primary sources of new jobs were identified, *existing firms* and *new entrants*. Typically the most abundant source of new jobs are supplied by existing firms. The existing firms are armed with better information than new entrants regarding trends, market conditions and products. The idiosyncratic risk is job-specific as it relates to the job matching process taking place between individual job vacancies and job seekers, rather than between multiple-job firms and workers. Lack of productivity and decreased performance coupled with high turnover are the results of a bilateral agreement when unmatched jobs and workers come in contact with each other.

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III. THE FOUNDATION FOR ANALYSIS

A. INTRODUCTION

It is widely accepted that the correct application of human capital resources is instrumental in the long term success of the National Security Strategy. Therefore, the correct placement of Navy Human Resource Officers (HRO) becomes paramount in terms of managing thousands of dynamic personnel changes over time. The critical variable of subspecialty (SSP) codes separates and delineates the multitude of skill sets necessary to manage the complex array of human assets needed to ensure Navy and National security.

The application of the Navy's SSP system has resulted in systemic and problematic issues including a substantial drain on the HROs pool, and mis-matches between the KSAs possessed by HROs and the KSAs necessary to execute the required job functions of HR billets as illustrated by the HROs SSP survey, discussed later in Chapter IV. The overall impact on the HR community due to inconsistent assignment of SSP codes to HR billets impairs the NSS effectiveness and efficiency. In particular, inadequate application of the HR SSP codes hinders the growth of the HR community from its current infancy to its desired future state of being a critical strategic component of Naval warfare. Often discussed is the idea of standardizing the process used to assign specific SSP codes to HR billets. This chapter describes the current NSS and provides an illustrative perspective of creating a uniform process for matching the KSAs of an HR billet with the KSAs of HROs represented by SSP codes. The chapter explains those SSP codes which are deemed essential in forging a Navy officer community with the skills necessary to perform in a wide range of HR billets. This chapter also lists the full responsibilities of these management positions as defined in the Manual of Naval Total Force Manpower Policies and Procedures (OPNAVINST 1000.16 series). These duties and responsibilities apply solely to the NSS.

B. NAVAL OFFICER SUBSPECIALTY SYSTEM (NSS) AND PROCESS REVIEW

The NSS is an integrated manpower and personnel classification and control system which establishes criteria and procedures for identifying officer requirements for advanced education, functional training, and significant experience in various fields and disciplines.³ Navy SSP codes are assigned as a result of increased and direct military training relevance which satisfies the educational skill requirements (ESR) agreed upon by the curriculum sponsor. Again, SSP codes are primarily used to assign the specialized knowledge, skills and abilities (KSA) possessed by an officer to that of the requirements of a billet. SSP codes can be attained either through graduate education and/or qualifying significant experience tours meeting strict SSP requirements. When identifying SSP requirements that require education, manpower claimants must ensure that the education level specified represents the minimum requirement. Similarly, the NSS is used to identify those officers who acquire these qualifications as well as a mechanism used to account for, track and analyze the utilization of officers with these qualifications.⁴

In addition to identifying qualitative officer manpower needs, the NSS is used as the basis for generation of the Navy's advanced education requirements. Once a new SSP requirement is defined and approved by DCNO (N1), it becomes part of the NSS management system and is maintained on Total Force Manpower Management System (TFMMS). An officer inventory must then be established to fill the SSP requirement attached to billets. A curriculum is developed and incorporated into programs at the Naval Postgraduate School (NPS) and other educational institutions, with the sole intent of leading to an official Navy recognized SSP code.⁵ Officers are screened for academic requirements and performance standards before being detailed into a post bachelor education program.

³ Manual of Navy Total Force Manpower Policies and Procedures. OPNAV Instruction 1000.16J. January 6, 1998.

⁴ MILPERSMAN 1241-001 Officer Subspecialty System. (2005). Retrieved July 7, 2006, from http://buperscd.technology.navy.mil/bup_updt/upd_CD/BUPERS/MILPERS/MILPERSMAN%20%201214%20-%20OFFICER%20-%20SUBSPECIALTY%20CODES.PDF.

⁵ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

The area of specialization (specialty) required in a billet is identified by the designator codes. Certain billets requiring additional qualifications beyond those indicated by a designator code are further identified by SSP codes.⁶ These SSP codes define the field of application and additional education; experience and training qualifications needed to satisfy special requirements, which meet the specific criteria of the SSP validation process. The SSP process is applicable to all officers in the Unrestricted Line (URL), Restricted Line (RL), and Staff Corps, and is a professional development field secondary to designator specialties.⁷

SSP needs are validated for the minimum education level deemed essential for all Navy officers to perform the most rudimentary functions of the manpower requirements. The current process does not take into account the need to evaluate the KSAs represented by specific SSP codes and the KSAs required of available HR billets. A major component in the SSP assignment process is the level of education acquired by a SSP seeking candidate. The term “level” in this context does not necessarily imply the need for a degree, but that the education at that specific level is the minimum requirement.⁸ Undergraduate education majors, specialized functional training programs, and significant experience are also current mechanisms used to meet the requirements for attaining a Navy recognized SSP code. HROs can currently forgo post-graduate education for a SSP code and submit a request for authorization of an initial SSP code to Bureau of Naval Personnel (Pers 440).⁹ Through the application of SSP codes education is enhanced with the focal point being performance in all duties throughout a military

⁶ Manual of Navy Total Force Manpower Policies and Procedures. OPNAV Instruction 1000.16J. January 6, 1998.

⁷ Bureau of Naval Personnel, NAVPER 15839. October 3, 2005. Retrieved July 10, 2006 from http://buperscd.technology.navy.mil/bup_updt/508/OfficerClassification/i/PT_B.htm.

⁸ Bureau of Naval Personnel, NAVPER 15839. October 3, 2005. Retrieved July 10, 2006 from http://buperscd.technology.navy.mil/bup_updt/508/OfficerClassification/i/PT_B.htm.

⁹ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

career including operational billets, technical management assignments, and policy making positions.¹⁰ Examples of the SSP code suffixes attained through the various methods of SSP code acquisition are illustrated below in Figure 2.

- P Master's level of education
- Q Master's level of education - proven subspecialist
- R Significant experience - proven subspecialist
- S Significant experience
- B Validated requirement for master's or higher level of education but second priority to P, Q, M, N, C, or D-coded billets; used when subspecialty code compensation has not been identified. Applies only to billets.
- C PhD level of education - proven subspecialist
- D PhD level of education
- E Baccalaureate level of education in a field applicable to the subspecialty
- F Master's degree not fully meeting Navy criteria in a degree program - proven subspecialist
- I Master's degree completed by Immediate Graduate Education Program graduates not fully meeting Navy criteria in a degree program. Applies only to officers.
- M Post-master's graduate degree
- N Post-master's graduate degree

Figure 2. Navy Officer Subspecialty Suffix Codes¹¹

Source: NAVPERS 158391

C. SUBSPECIALTY REQUIREMENTS BOARD

A zero-based and out of cycle SSP review is conducted (process flow Figures. 3 and 4) of all SSP requirements using working groups and culminating in the convening of a Subspecialty Requirements Board (SRB). The concept of the SRB came into fruition in 1975 as the solution to a Congressional mandate resulting from multiple manpower studies conducted throughout the 1970's. The emphasis of these studies was the Navy's overall effectiveness in the utilization of those officers possessing government funded postgraduate education.¹² During the SRB zero-based review all SSP billets are revalidated collectively, but in the year 2000 the SSP coding system was completely

¹⁰ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <http://navprodev.bupers.navy.mil>.

¹¹ Bureau of Naval Personnel, NAVPER 15839. October 3, 2005. Retrieved July 18, 2006 from http://buperscd.technology.navy.mil/bup_updt/508/OfficerClassification/i/PT_B.htm.

¹² United States Department of the Navy, Naval Postgraduate School, An analysis of the Navy's Financial Management Subspecialty Requirements. December 2005.

overhauled. As a result of this overhaul the introduction of the Navy SSP system website allowing a complete zero-based review to take place on-line. The newly implemented system allowed manpower claimants to review all SSP billets collectively with resource sponsors and subject matter experts (SME) completing their reviews at intervals based upon major functional area.¹³

Manpower claimants submit SSP coding validation requests for SSP requirements to the appropriate primary consultant according to the biennial schedule published by Chief of Naval Operations (CNO) (N131).¹⁴ Officer SSP requirements are the primary means of defining Navy requirements for graduate education programs. These SSP requirements are validated at a minimum of every other year. The review and validation process ensures that requirements are not overstated, that each SSP has a pyramidal structure that fosters healthy career progression for the respective Navy officer; and finally that SSP billets are distributed throughout sea and shore activities to derive maximum utilization of the SSP inventory.¹⁵

If changes to SSP codes are necessary to a requirement and/or authorization that has an existing SSP code, manpower claimants must ensure that the change does not impact the core KSAs of the SSP code itself. If there is a change in the core KSAs, then the SSP code is transferred with the designator. If this is a designator change only, the SSP code must be deleted. Changing the title, designator, grade, BSC, UIC, NOBC, and/or AQD may impact the SSP code or the tracking of that code.¹⁶ A copy of the SSP coding validation request must accompany changes to requirements and/or authorizations

¹³ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. from <https://navprodev.bupers.navy.mil>.

¹⁴ Manual of Navy Total Force Manpower Policies and Procedures. OPNAV Instruction 1000.16J. January 6, 1998.

¹⁵ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. from <https://navprodev.bupers.navy.mil>.

¹⁶ MILPERSMAN 1221-003, Purpose and scope of Naval Personnel Classification System. August 2, 2002. Retrieved July 12, 2006 from http://buperscd.technology.navy.mil/bup_updt/upd_CD/BUPERS/MILPERS/Articles/1221-030.pdf.

that have a SSP code assigned. Manpower claimants submit activity manning document (AMD) change requests, via TFMMS, to NAVMAC and the SSP coding validation requests to CNO (N131) concurrently.¹⁷

¹⁷ Navy Officer Occupational Classification System, OPNAVINST 1210.2B. August 16, 1993. Retrieved July 13, 2006 from <http://neds.daps.dla.mil/Directives/1210b2.pdf>.

Zero Based Review Subspecialty Request Process

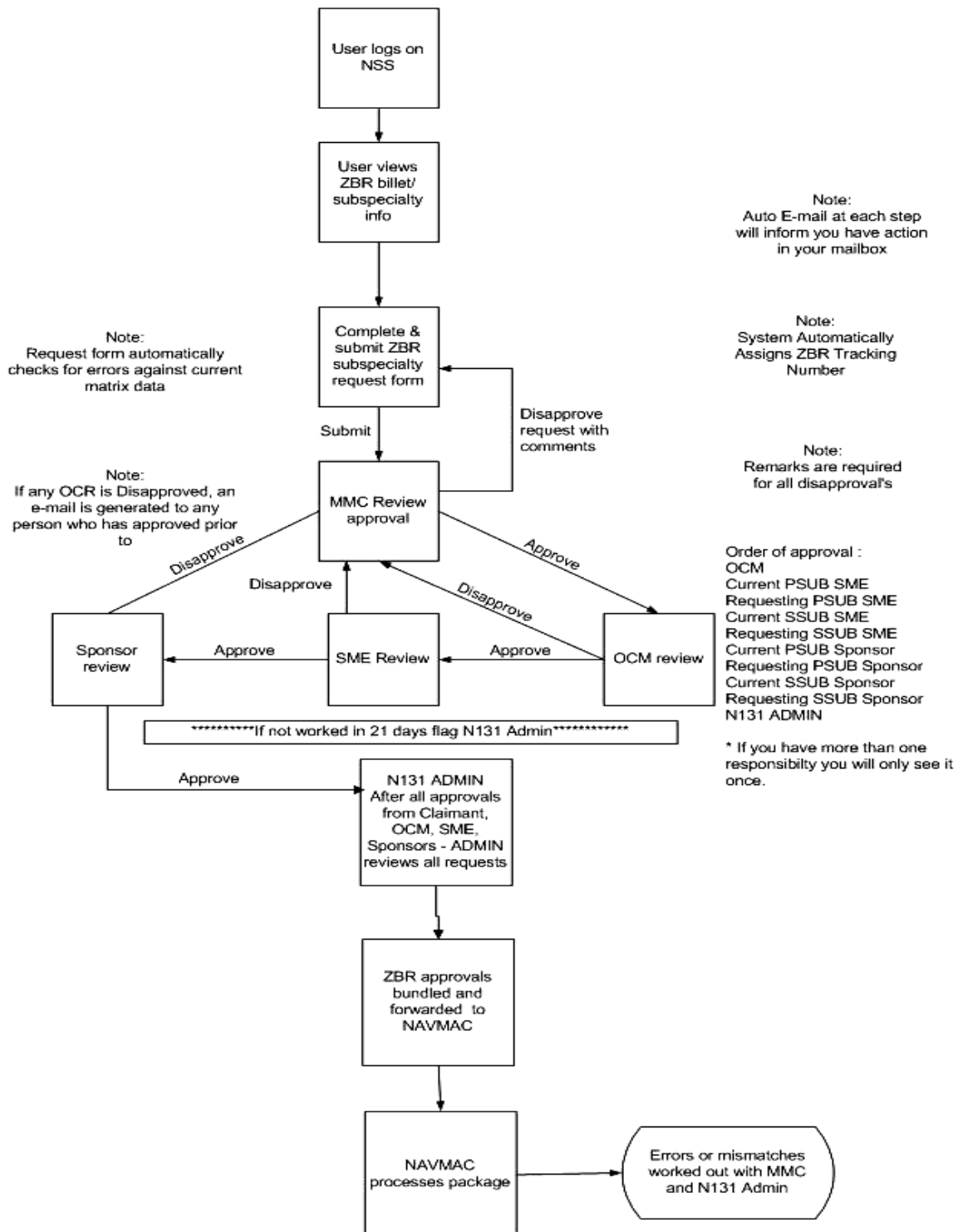


Figure 3. Zero Based SSP Code Review Process

Source: <https://navprodev.bupers.navy.mil/nss/information/ZBRFlow.htm>

Out of Cycle Subspecialty Request Process

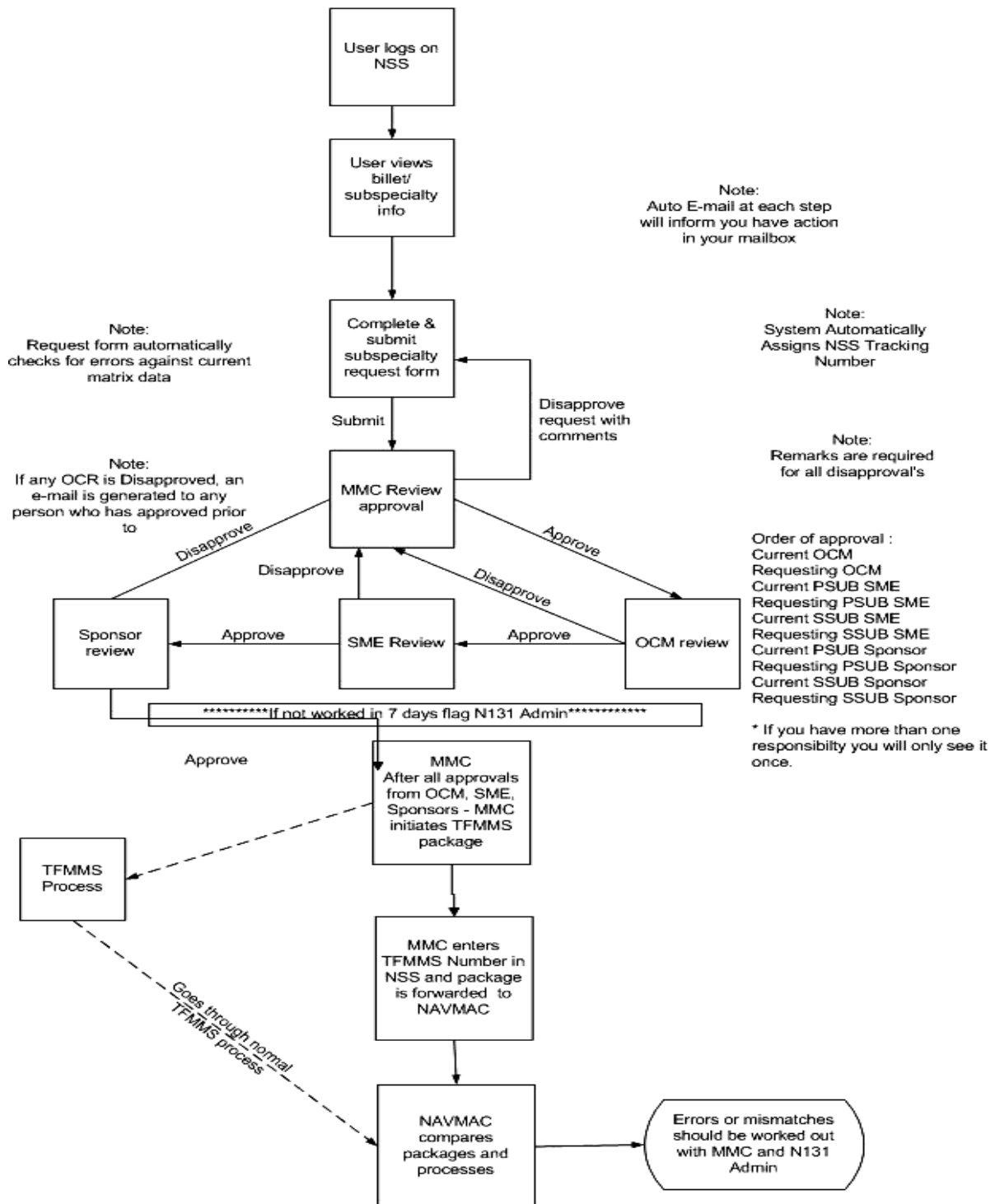


Figure 4. Out of Cycle SSP Code Review Process

Source: <https://navprodev.bupers.navy.mil/nss/information/OutOfCycleRequest.htm>

D. SUBSPECIALTY MANAGEMENT RESPONSIBILITY

The responsibilities of the system managers and their interactions with force commanders are continuous and evolving. Commands and sub activities are the first link in the chain that determines the SSP needs of the Navy. Their requirements are defined by submitting a Subspecialty Requirements Request (SRR). The major manpower claimants (MMC) determine and use the SSP force structure generated through validation. The officer community managers (OCM) primarily advise on career paths, inventory, and future requirements of their designator as it relates to SSP requirements. It is the role of the resource sponsors and SMEs to serve as the single point of contact on technical matters for a specific SSP. The management and coordination of these functional areas are the responsibility of the officer subspecialty management and graduate education section (N131E) within the office of the Chief of Naval Operations.

The full range of responsibilities and duties of the management positions as they relate exclusive to the NSS are as follows:¹⁸

1. Commanders and Commanding Officers

Commanders and commanding officers based on the requirements of the billet functions determine if the billet requires a SSP code or if an existing SSP coded billet needs to be changed or removed. They will:

- Originate subspecialty requirement requests (SRR) expressing minimum requirements necessary to support the mission, function and tasks of the command and submit to MMC.
- Identify to the MMC, all SSP requirements in excess.
- Validate present and future SSP manpower requirements and/or authorizations and submit additions, changes, or deletions via TFMMS.

2. MMC

Major manpower claimants are responsible for coordinating all requests for their claimant. Actions may be delegated to the commands and activity level but all requests must come through the MMC for processing. If the SSP forms are generated from the claimant manpower office, they have the above responsibilities including:

¹⁸ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

- Review all SRR originating within the assigned claimancy for changes to AMD.
- Ensure SRR meet the requirements stipulated in SSP billet Core Skill Requirements (CSR).
- Biennial review of all billets to ensure proper coding of SSP codes.
- Identify for deletion all nonessential SSP requirements.
- Maintain a complete file of approved SRR originated within claimancy.

3. Manpower Sponsors and Subject Matter Experts (SME)

Develop and monitor officer SSP management in conjunction with CNO, sponsors, officer community managers, NPS and N13. Sponsors may delegate some functions to the SME but responsibility is required by the sponsor.

Serve as the central point of contact for the assigned SSP skill field.

- Originate and maintain SSP CSR.
- Originate and maintain SSP ESR.
- Review curriculum every two years (Curriculum Review) with NPS and submit to DCNO for approval.
- Review SRR to determine whether the requirement expressed represents a valid utilization of the SSP.
- Ensure SRR meet the requirements stipulated in SSP billet criteria statements.
- Shape graduate education billet requirements into a pyramid structure; look for education requirements inconsistent with career pattern.
- Assure that like billets are coded alike.
- Seek opportunities to use less than masters level education or to use general masters' level education versus the specific.

4. Officer Community Managers (OCM)

Manage their respective community educational requirements.

- In coordination with the cognizant SSP sponsor and using specific criteria for each SSP education and skill field, evaluate all SSP requests and approve or disapprove the request.
- Review CSRs and ESRs to ensure designators are reflected properly.
- Review SRR forms to ensure SSP codes and designators are compatible.
- Liaison with SSP sponsors to present differing views as well as rendering advice.

- Ensure SRR express the requirements stipulated in the general and specific criteria statements; requirement represents a justified utilization of the designator on the requested billet.

5. Pers 440

- Approves or disapproves curriculum submitted by officers for specific SSP masters or higher programs.
- Approves or disapproves significant experience requests submitted by officers.
- Places approved SSP codes in Officer Master File (OMF). Maintains accuracy in OMF through random reviews.
- Maintains current reports on all officer SSP requirements and provides reports as required to N13.

6. Subspecialty Requirements Coordinator (N13):

- Develop policy for officer SSP management.
- Manage and coordinate SSP manpower requirement; maintain liaison with sponsors and officer community managers in validating requirements.
- Approve requirements and monitor SSP billets to minimize education and maximize utilization.
- Convene the biennial review to review the total graduate education criteria and billet requirements for each SSP on a biennial basis.
- Approve establishment of new SSP codes and coordinate with NOOCS Board.

7. Director of Naval Training:

- Develop policy for all graduate education management.
- Direct and approve curriculum reviews for each SSP at least biennially, to ensure curriculum meet established ESR. Approved curriculum review will be forwarded to N13 to ensure implementation of subspecialty in TFMMS and changes are placed on website.
- Approve curriculum development to meet SSP requirements and the education institutions authorized to present the curricula, coordination with NOOCS Board and N13.

E. APPLICABLE HUMAN RESOURCE SUBSPECIALTY CODES

The HR community encompasses four major Naval SSP codes; Manpower System Analysis, Financial Management, Human System Integration and Operations Analysis. The aforementioned areas of specialty have been identified as those functional areas which are instrumental in the facilitation of an environment for the correct

placement and management of the Navy's most vital asset, which are the men and women of the United States Navy. The annual cost of these four curricula is contained in Appendix A. The genesis of these curricula and a brief description of each SSP code are listed below.

1. Manpower Systems Analysis (MSA)/3130

MSA is an interdisciplinary approach to problem solving and policy analysis focusing mainly on the Manpower, Personnel, Training and Education (MPT&E) issues within the DoD and DoN. The MSA SSP code is the cornerstone of the Navy's mission for the HR community, providing life-cycle management of Navy personnel through requirements determination, shaping of the force, recruitment and selection, inventory management, and workforce training and development. The MSA SSP code provides the KSAs to apply contemporary management principles, organizational theory, and social science methodology for the effective employment of DoD/DoN MPT policies and programs. As well as the ability to analyze the impact of budgetary changes on DoN/DoD manpower/personnel programs, policies and assist in conducting cost benefit analyses (CBA) to participate in the budgetary planning of commands and/or DoN programs.¹⁹

The MSA SSP provides HROs with the skills to manipulate data, statistics, and exploratory data analysis to formulate and execute analyses of a wide variety of MPT&E issues. This SSP arms HROs with proficient computational ability utilizing mainframe and microcomputer systems to interactively apply various methodologies to large-scale DoN/DoD databases and possess a thorough understanding of the applications of manpower information systems. This SSP also offers advanced quantitative and qualitative analysis arming HROs with the ability to apply a wide range of advanced organizational, economics, statistical, and mathematical techniques and concepts to today's manpower personnel policies and issues. The MSA SSP introduces HROs to the use of econometric techniques and its application in the quantitative analysis of large-scale DoN/DoD manpower and personnel databases. These techniques are also

¹⁹ United States Department of the Navy, Naval Postgraduate School. Manpower Systems Analysis Curriculum. Retrieved July 29, 2006 from <http://www.sm.nps.navy.mil/msa/requirements.htm>.

instrumental in the qualitative analysis of survey and personnel data, of manpower decision support systems, as well as Markov models in the analysis of force structure and manpower planning, forecasting and flow models.

MSA also offers a fundamental understanding of the concepts and basic functional areas of MPT&E within DoN/DoD including but not limited to the following:

- MPT&E systems and their interrelationships.
- Manpower: Requirements determination; billet authorizations; billet costs; end strength planning; and total force planning and programming.
- Personnel: Recruiting; accession plans and policies; officer and enlisted community management; attrition; retention; compensation; and readiness.
- Application of training and education theories of learning; instructional technologies; the systems approach to training; evaluation of training effectiveness and cost; and the relationship between training and fleet readiness.

Finally, the MSA SSP code supplies HROs with the analytical ability to critically analyze the strengths, weaknesses, opportunities and threats (SWOT) of proposed MPT&E policies. This SSP provides HROs with the tools to evaluate the potential impacts of proposed MPT&E policies on DoN/DoD program planning, resources and objectives to provide feedback and alternatives where appropriate and necessary.

2. Financial Management (FM)/3110

The FM SSP field represents the Navy's premiere financial managers, preparing HROs for business, financial and analysis positions within the DoN and DoD. Financial Managers assist the DoN's decision-making processes at all levels by providing accurate, timely and relevant information and analysis.²⁰ They are concerned with the optimal allocation of human, physical and financial resources to achieve the DoN's goals and objectives while assuring efficient and effective expenditure of public funds.

3. Human Systems Integration (HSI)/ 6500

The HSI SSP code emphasizes the human considerations as a priority in systems design and acquisition, to reduce life cycle costs, and improve total system performance. HSI has been divided into several distinct domains that include human factors

²⁰ United States Department of the Navy, Naval Postgraduate School Financial Management Curriculum. Retrieved July 29, 2006 from <http://www.nps.navy.mil/gsbpp/curricula/fm.htm#837>.

engineering, manpower, personnel, training, human survivability, health hazards, system safety, and habitability.²¹ HSI is based on the understanding that people, such as system operators and those who maintain system support personnel are critical elements for efficient operation. The goal is the implementation of a human-centered design perspective is intended to promote system effectiveness, safety, and cost savings. The degree is intended to provide students with the knowledge, skills and abilities (KSA) to be effective leaders in the assessment, design, testing, and management of a total human system throughout its life cycle. The HSI field utilizes the principles of human factors engineering, MPT, system safety, human survivability, habitability and health hazards to unveil the most valuable component in weapon systems and technology of military operations or system development.

The HSI SSP provides an understanding of the basis of human performance including human information process, perception, cognition, decision-making, and motor control. As well as a working knowledge of the current theory and principles in ascertaining cognitive factors affecting such performance factors as attention, memory, situation awareness (SA), stress, fatigue, and motivation. Human modeling capabilities and human-in-the-loop simulations are demonstrated through the various human modeling techniques to analyze military systems development and effectiveness. This field of study integrates human-machining systems into organizational cultures and environments through an in-depth understanding of current political, organizational, social and economic issues, while simultaneously applying the basic principles of defense acquisition. It also emphasizes the proper assessing, screening, selecting, training, and integration of human capital into military systems. This process calls for a thorough understanding of the empirical basis for recruitment, selection and classification, training, and retention of personnel. Technologies such as automation, training systems, and job aids are explored to evaluate their role in the determination of military personnel success or failure as well as the effect of environmental factors that influence overall job performance.

²¹ United States Department of the Navy, Naval Postgraduate School. Human Systems Integration Curriculum. Retrieved July 29, 2006 from http://www.nps.navy.mil/gsois/programs/programs_026.htm.

4. Operations Analysis (OA)/ 3211

The OA SSP involves the development and application of mathematical models, statistical analyses, simulations, analytical reasoning, and common sense to the improvement of real-world operations.²² Those HROs possessing this SSP codes are called on to advise military and civilian decision makers on the allocation of resources, the selection of new equipment and processes, and the optimal deployment of given resources to achieve required missions. This SSP includes the use of mathematics, probability, statistics, economics, human factors, and optimization to supply the theoretical background for analyzing alternative choices in tactical and strategic warfare, planning, budgeting, and procurement of systems and forces. The skill of computational methods is developed to identify relevant information, formulate decision criteria, and select alternatives.

Those HROs possessing the OA SSP apply probability and statistics to model, simulate, and analyze military decision problems. The OA SSP provides the tools necessary to formulate and solve a plethora of optimization problems and be conversant with the major uses of models in DoD/DoN as well as the private sector. This SSP involves the use of stochastic modeling (process with uncertainty over time) and major applications of such models. Simulation of combat and other processes that evolve over time and deal with statistical issues associated with the need for replication are demonstrated through the construction and utilization of Monte Carlo simulations.

The OA area of specialty offers familiarity with U.S./allied and potential enemy capabilities, doctrine, tactical, and logistical support concepts. The techniques of the OA SSP are used to model and analyze military operations, develop new tactical concepts based on theory and exercise reconstruction and analysis. A detailed understanding of the interface between man and machine is conveyed as well as the quantifiable limitations imposed on systems designed for use by human operators as it applies to various defense problems.

²² United States Department of the Navy, Naval Postgraduate School. Operations Research Curriculum Retrieved July 29, 2006 from <http://www.nps.navy.mil/or/>.

F. SUBSPECIALTY UTILIZATION TRACKING

Funded graduate education and its appropriate application is a crucial component of the NSS. The desired outcome of an increase in an officer's human capital as a result of post bachelor education despite how it is funded is the direct application of that education. Navy funded post bachelor education is designed to mirror the requirements of SSP codes to the fullest extent possible. Officer personnel who attend graduate school full time under any partially or fully funded program of 26 weeks or more are considered funded.²³ The DoD monitors utilization of SSP codes qualified through funded graduate education to ensure maximum ROI and retention of these highly qualified officers.

All officers who possess a post bachelor degree and grade required for assignment to a validated position are considered available for assignment to that billet. The NSS requires that officers who receive fully or partially funded graduate education serve in a validated position. The NSS also calls for the immediate application of the increased human capital upon the completion of post bachelor education as practical, but not greater than the second billet assignment for the completion of that education. The minimum active duty obligation of officers who receive fully funded or partially funded graduate education is to be three times the tenure in months of graduate education completed the first year of school.²⁴

G. REPORTS

Resource sponsors, manpower claimants and SMEs require reports to determine if SSP are being appropriately applied in the fleet, these reports include, but are not limited to; the annual billet file reports which depicts how well coded billets are being filled by coded officers; semi-annual officer utilization report summarizing the number of officers holding graduate education degrees and the status of their payback tours. Lastly, if for some unforeseen reason an officer cannot complete a payback tour a semi-annual utilization waiver report is submitted to illustrate the frequency and reason for the waiver.

²³ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

²⁴ United States. Office of the Chief of Naval Personnel. (2001). Graduate Education. Retrieved July 18, 2006 from <http://doni.daps.dla.mil/>.

AMD reflect primary (PRI) and/or secondary (SEC) subspecialty codes for officer manpower requirements and authorizations. The officer distribution control report (ODCR) for each activity displays the PRI SSP code of the manpower authorization. These reports are the most readily available sources of currently identified SSP codes as contained in TFMMS. The ODCR is issued monthly, and the AMD can be obtained from the manpower claimant or subordinate manpower claimant.²⁵

H. QUOTA MODEL

A concerted effort to optimize postgraduate education was implemented in 1975 to establish and control the short and long range requirements for graduate education through utilization of a predication model known as the quota model (see Figure. 5). Since its inception several modifications have been introduced to reflect the dynamic nature of the NSS, including features to add and/or remove designators, as well as allowing for revisions to the SSP coding system. The model is run annually for all Navy funded graduate education based on validated billets requiring a subspecialist with graduate level skills.²⁶ The goal of the quota model is to arrive at a steady state for all curricula mitigating the variations in student inputs and ultimately lead to efficient application of post bachelor education and SSP codes. A major assumption of the quota model is that all billets generated will be filled at precisely the correct time and with the correctly coded SSP officers.

The data used in the quota model is extracted directly from the OMF and TFMMS. The current billet authorized requirements and inventories of SSP coded officers are used as the primary source of data from which the quota model draws its information. It is run annually to establish the upcoming fiscal year's expected student inputs in the absence of policy changes. During the quota conference the quota model is primary tool used to establish funded graduate quotas. The quota model derives graduate education quotas for each officer community; the focus of this study is the HR community.

²⁵ United States Department of the Navy. Manual of Navy Total Force Manpower Policies and Procedures. June 17, 2002.

²⁶ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

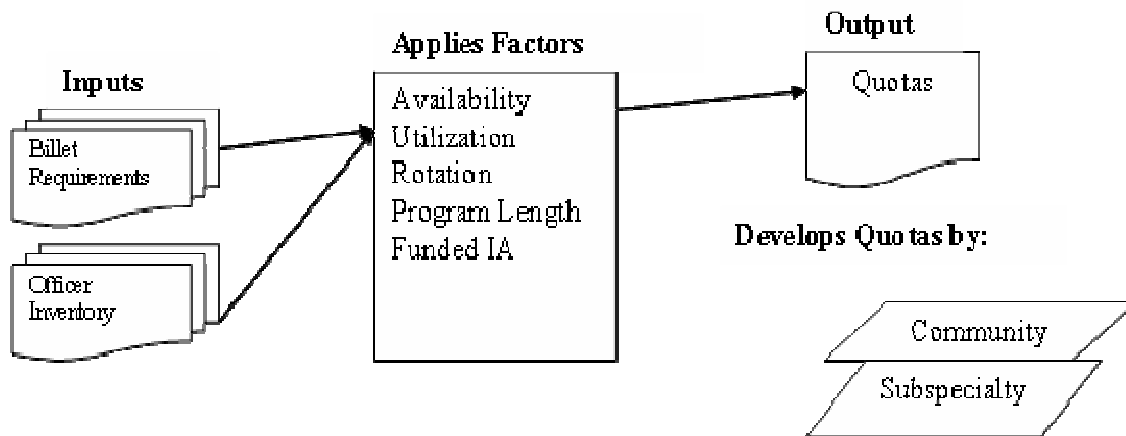


Figure 5. Simulation Model used for Computing Postgraduate Education Quotas

Source: Navy Subspecialty System Website, retrieved August 23, 2006 from <https://navprodev.bupers.navy.mil/nss/information/SubSpecHandBook/SSC%20HB%20Chapter%207.doc>

I. GRADUATE EDUCATION

The Navy's graduate education (GRAD ED) program provides a systematic mechanism to support the specialized requirements of both the fleet and shore establishments beyond that of the typical bachelor level. GRAD ED is the corner stone of the Navy's operation, technical and managerial needs and works in concert with the NSS. The GRAD ED program provides Navy officers with a graduate level education specified by resource sponsors, claimants and SMEs for optimum performance of duty in respective SSP areas.²⁷ While, the role of educating past the bachelor degree level is designed mainly to support the SSP requirements for Navy officers; it is also pivotal in the CNO's continued transformation to a more efficient and intellectually capable Navy. The GRAD ED program facilitates the accomplishment of the CNO's objective by increasing the human capital of the individual officer which translates into increased levels of job performance in assigned billets. This program also encourages higher levels of professional knowledge and technical competence; provides incentives for recruitment and retention of personnel with ability, dedication, and capacity for growth and

²⁷ United States. Office of the Chief of Naval Personnel. (2001). Graduate Education. Retrieved July 18, 2006 from <http://doni.daps.dla.mil/>.

recognizes the educational aspirations of individual Navy officers.²⁸ Currently the role of GRAD ED is expanding. The analytical skills acquired through GRAD ED meet the spirit of a more technology advanced force.

1. Fully Funded Graduate Education

Fully funded graduate education (GRAD ED) enables Officers to attend school as a full time student, while receiving full pay and allowance with full tuition being paid by the Navy. Officers may attend NPS, as well as select DoD and CIVINS to receive an opportunity to take advantage of the Navy's fully funded GRAD ED program. Those officers attending graduate school in a full time status under either a fully funded or partially funded program in length of greater than 26 months are considered funded. The fully funded graduation program requires the officer to obligated service (OBLISERV) for approximately 36 months. These funded graduate programs are designed specifically to provide a sufficient number of officers with SSP codes to fill fully funded and validated billet requirements. Officers acquiring SSP codes through attendance of NPS receive the additional benefits of being a part of the Navy's corporate university. The "Corporate University" concept is internal in nature and provides a organizational base for a wide array of strategic and informational services and programs that meet the needs of the individual officer attending NPS, the Navy, DoD, and the community at large. This offers a significant advantage not offered through attendance of non-DoD institutions and experience tours in pursuit of Navy recognized SSP codes. The benefits offered by NPS as the Navy's corporate university cannot be replicated by CIVINS or value underestimated.

2. Voluntary Education Programs

Voluntary education programs allow those officers who are not selected or unable to participate in the fully funded graduate education program to pursue a graduate level education and professional development. Through the tuition assistance (TA) or federal educational benefit programs, such as the Montgomery GI Bill officers may attend the CIVINS of there choosing. The voluntary education program offers many of the same benefits as those offered by the fully funded graduate program; however tuition is paid by

²⁸ United States. Office of the Chief of Naval Personnel. (2001). Graduate Education. Retrieved July 18, 2006 from <http://doni.daps.dla.mil/>.

the individual officer or by a non-Navy funded source. This method of attaining graduate level education does not require the individual officer to commit to any form of OBLSERV as does the funded education programs. For an individual Officer to acquire a Navy recognized SSP code either from a CIVINS or an experience tour a request is submitted and approval by the appropriate cognitive authority is required before it is entered in the officer master file. (Figures 6. and 7. are examples of such requests).

From: Lieutenant Ima Real Sailor, USN, 123-45-6789/1110

To: Bureau of Naval Personnel (Pers 440)

Via: Commanding Officer, USS Neversail

Subj: REQUEST FOR SIGNIFICANT EXPERIENCE SUBSPECIALTY CODE

Ref: (a) NAVPERS 15560C, Section: MILPERSMAN 1214-010

(b) NAVPERS 15839

Encl: (1) Fitness Reports from USS Neversail and USS Drydock

1. In accordance with references (a) and (b), I request the subspecialty code #####S, Makeshift Engineering. I have been assigned to the USS NEVERSAIL for the past 26 months in a corresponding subspecialty coded billet and was assigned to the USS DRYDOCK for 36 months performing duties as a division Officer in the Engineering Department. The Unit Identification Code (UIC) and Billet Sequence Code (BSC) of my present billet are 99999/00300. My duties have included:

- Engineering Officer in the USS NEVERSAIL, responsible for the ships' engineering plant including its operation and maintenance. Required complete knowledge and understanding of all engineering plant systems and their interrelationships.
- Responsible for all budgeting and spare parts supply.
- Makeshift Division Officer in the USS DRYDOCK, responsible for all makeshift system operations and maintenance. Required complete knowledge and understanding of the makeshift system.

2. I feel I have gained significant experience in the area of Makeshift Engineering and request this coding designation.

Very respectfully,

I. R. SAILOR

Figure 6. Sample Subspecialty Code Request Letter (Experience)

Source: Navy Subspecialty System Website, retrieved July 10, 2006 from <https://navprodev.bupers.navy.mil/nss/information/ExampleExperience.htm>

From: Lieutenant Ima Real Sailor, USN, 123-45-6789/1110

To: Bureau of Naval Personnel (Pers 440)

Via: Naval Postgraduate School (NPS-031)

Subj: REQUEST FOR SIGNIFICANT EDUCATION SUBSPECIALTY
CODE

Ref: (a) NAVPERS 15560C, Section: MILPERSMAN 1214-010

(b) NAVPERS 15839

Encl: (1) Transcript from Whatsmatta University

(2) Course descriptions from Whatsmatta University Catalog

1. In accordance with references (a) and (b), I request the subspecialty code #####P, Makeshift Engineering. I completed a Master's of Science in Makeshift Engineering at Whatsmatta University in March of this year. Enclosures (1) and (2) are a certified copy of my transcript and catalog course descriptions. (Note both are required).

2. I can be contacted at the USS NEVERSAIL, FPO AE 99999-0001 or DSN 555-1212.

Very respectfully,

I. R. SAILOR

Figure 7. Sample Subspecialty Code Request Letter (Education)

Source: Navy Subspecialty System Website, retrieved July 10, 2006 from <https://navprodev.bupers.navy.mil/nss/information/ExampleEducation.htm>

J. SUMMARY

The DoN has worked long and hard to establish a process which will make the best use of its human capital. The hierarchy is very formalized and structured, composed of individuals responsible for monitoring the process to ensure that guidelines are being adhered to and followed. The intentions of the NSS are to provide the Navy with the KSAs necessary to fulfill the requirements of various billets. In the absence of a standardized and uniform process the intent of the NSS becomes an insurmountable obstacle nullifying the purpose for which the program was implemented. The NSS is equipped with several reports to measure and validate the effectiveness of placement of officers who acquire SSP codes. These reports serve as a metric to track the efficient placement of officers to billets, which allow for utilization of the KSAs for their recently acquired SSP code. The effective use of HR SSP is a major component in the continued growth of the HR community.

The HR community has selected four analytical and management Navy SSP codes as a part of its overall human capital strategy. The reports used to track SSP codes serve another purpose in addition to ensuring the appropriate skill sets are matched to the correct billet requirements. These same reports also serve to measure the Navy's return on investment (ROI) of the Navy's GRAD ED program. The remaining chapters in this study attempt to analyze the success of the correct utilization of the KSAs represented by HR SSP codes in HR billets.

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IV. DATA COLLECTION METHODS

A. INTRODUCTION

To adequately determine if the application of Human Resource Officer (HRO) subspecialty (SSP) codes are appropriately employed in Human Resource (HR) billets, data from several sources were examined. This chapter describes the elements cost elements associated with providing HROs with P-coded SSPs using the Naval Postgraduate School (NPS) “*The Model*”. The data for *The Model* employed by NPS strategic planner, utilizing several variables to calculate the monetary value associated with the successful completion of the course curriculum leading to a Navy recognized SSP code as it applies to NPS. The previous chapter discussed, the semi-annual officer utilization report generated by PERS N45E, Subspecialty Management. PERS N45E analyses return on investment (ROI) of the current SSP system through assigning officers to billets requiring their just in time SSP code education. The report is a clear illustration of a legitimate attempt to accurately apply and track the Navy’s utilization of SSP codes. This chapter does not introduce any new calculations; the information presented in this analysis is reproduced using data supplied by PERS N45E and the strategic planner of NPS. An attempt was made to acquire the SSP utilization data, but unfortunately this report was still under review at the time of this study. Finally, this chapter will examine the Navy officer billet classification code (NOBC) as it applies to funded and unfunded HR billets.

B. THE MODEL

The model was created as a result of a visit by the CNO in the summer of 2004. The initial version was created by the Graduate School of Business and Public Policy (GSBPP). However, that version did not directly apply NPS in its entirety due to cross pollination between schools for most non-GSBPP curricula. The later model took these lessons learned to create a foundational concept to correct flaws discovered in the earlier model. A high-level view of the model is illustrated in Figure 8. *The model* takes a snapshot in time of courses taken by a respective year-group of students and generates predictions based on cost fluctuations. The main assumption is that incoming students

will take similar sets of courses, as those presently enrolled (assumptions and parameters are contained in Appendix B of this study). The main model sheet is composed of a set of formulas showing students in curricula taking courses and how much the resulting cost is at every level. *The model* is also equipped with background code to iterate through various scenarios and saves results to new excel spreadsheets. Several measures and variations of these measures are captured and displayed automatically as charts.

Once a usable model sheet has been created, it can be used to run additional what-if scenarios. The data in the model represents the costs for each NPS curriculum. *The model* takes into account the number of enrollments to assess the cost per student credit hour, which accelerates because there are fewer students per segment. Conversely, as the number of students attending NPS increases the cost per student decrease but asymptotically having more students pursuing their post bachelor level education would resulting in utilization maximization allowing NPS to operate at full capacity.

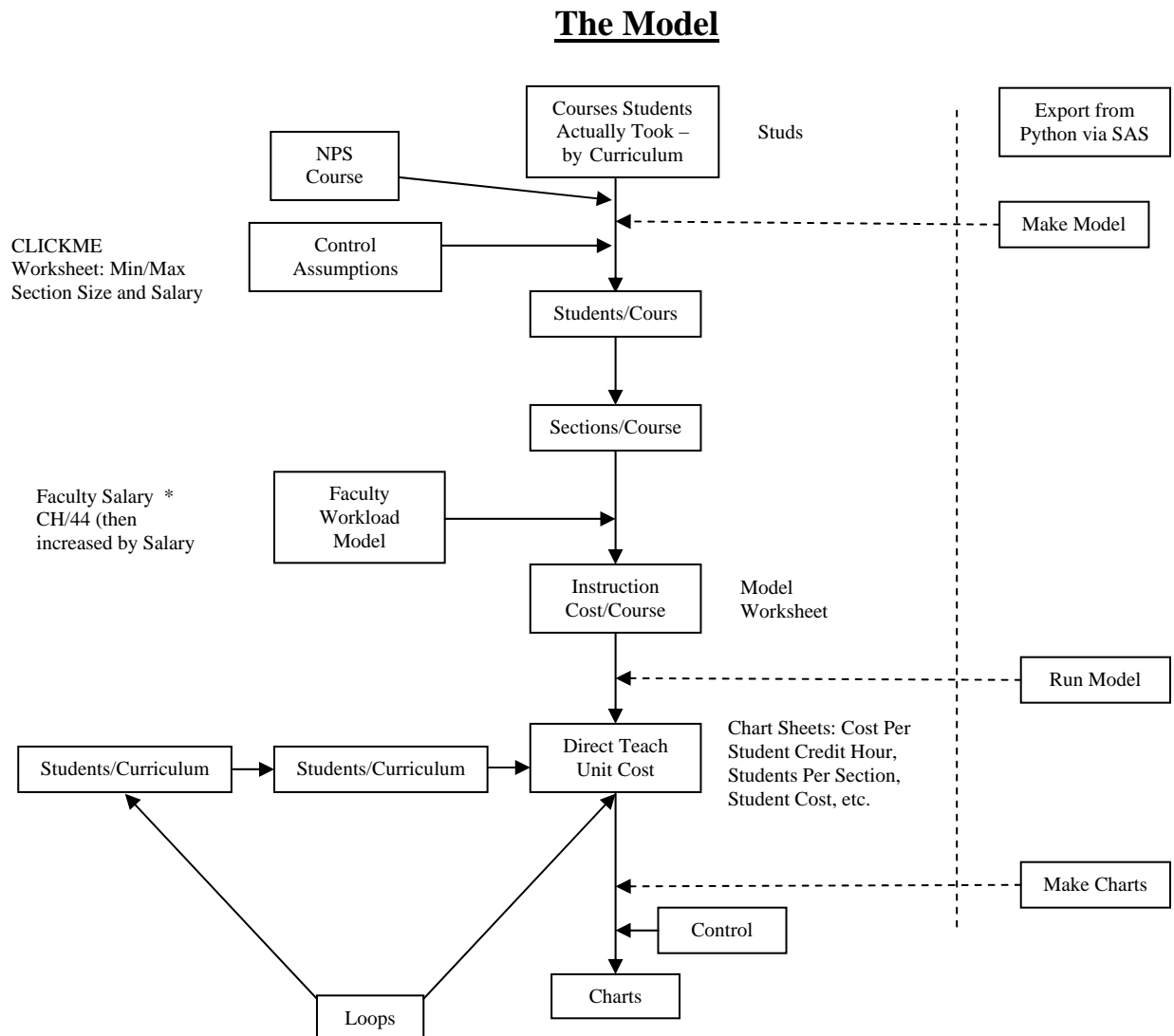


Figure 8. High-Level View of *The Model*

Source: Derived from Data Provided by George Conner, Strategic Planner NPS

C. NAVY OFFICER BILLET CLASSIFICATION CODE (NOBC)

The Navy officer billet classifications (NOBCs) identify officer billet requirements and officer occupational experience acquired through billet experience, post-bachelor education or a combination of the two.²⁹ The NOBC provides a generic description of the duty requirements to be performed in the billet (a sample is provided in

²⁹ Bureau of Naval Personnel, NAVPER 15839. October 3, 2005. July 18, 2006 from http://buperscd.technology.navy.mil/bup_updt/508/OfficerClassification/i/PT_B.htm.

Figure 9 for HROs). The NOBC is not an all inclusive list of all the knowledge, skills and abilities (KSA) necessary to fill the billet nor does it infer that it is mandatory that it be annotated in the officer's record that the officer has experience in each listed duty. However, through the descriptions of duties to be performed and insight into the KSAs necessary to perform those duties can also be ascertained. The NOBC identifies a very distinct group of officer billets, in this case HR billets, which are relatively similar but not identical in the overall scope and nature of duties. The NOBC is composed of a four-digit code, a long title, an ADP short title and a definition. The first digit identifies the field, the second digit identifies the group within the field and the third and fourth digits indicate the specific billet classification within the group. NOBC titles and definitions reflect billet titles and several representative duties.³⁰

In reference to specific billets the NOBC is a very generic statement of the work requirements to be performed in accomplishing the mission of the activity. It is important to note that the assigned grade distinguishes a billet's degree of authority or responsibility but not in the essential job functions to be performed. These same NOBC codes are used to identify the principal and assistant billets distinguishing between the two by adding the word "assistant" at the beginning of the billet title. The NOBC is entered in the officer's record and reflects the experience acquired as a result of an experience tour or post-bachelor education resulting in a Navy recognized SSP code. In some very unique situations the NOBC reflects, a combination of both experience and post-bachelor education related to the successfully fulfillment of the requirements of a previous billet.

³⁰ Bureau of Naval Personnel, NAVPER 15839. October 3, 2005. Retrieved July 18, 2006 from http://buperscd.technology.navy.mil/bup_updt/508/OfficerClassification/i/PT_B.htm.

HUMAN RESOURCE MANAGEMENT GROUP
3300-3399

Classifications in this group identify primary duties associated with Human Resource Management Programs, including such areas as leadership and management, equal opportunity and race relations, drug and alcohol abuse control, and overseas diplomacy.

3320 HUMAN RESOURCE MANAGEMENT OFFICER [HRM] [Job Code: 001383]

Provides staff assistance to commanding officers and commanders in the coordination of people programs that are included in the Human Resource Management Program such as: drug and alcohol abuse and control, equal opportunity, overseas duty support, family support, recreation and physical fitness.

Related Codes: NOBC - NONE; DOD Group - 5M Community Activities Officer

3330 EQUAL OPPORTUNITY PROGRAM OFFICER [EO PGM] [Job Code: 001385]

Manages major command/staff level opportunity programs. Develops and implements equal opportunity policies and programs. Supervises Equal Opportunity Program Specialists. Provides briefings on EO/HRM matters. Coordinates equal opportunity training. Monitors equal opportunity climate and conducts inspections of equal opportunity programs in subordinate units. Conducts public/community relations work. Monitors and assists in investigations of discrimination complaints and racial incidents. Participates in equal opportunity conferences, meetings and seminars. Provides initiatives to proactively combat discrimination.

Related Codes: NOBC - 3320; DOD Group - 7C Manpower and Personnel

3350 COUNSELING AND ASSISTANCE CENTER DIRECTOR [CAAC DIR] [Job Code: 001388]

Directs the operation and administration of a Counseling and Assistance Center. Establishes and supervises drug and alcohol evaluation and counseling, referral and education programs. Directs the processing of and recommendations for clients. Maintains referral lines to professional services. Coordinates drug and alcohol program assistance to local commands. Establishes public relations programs. Ensures proficiency of staff personnel.

Related Codes: NOBC - 3320; DOD Group - 5M Community Activities Officer

Figure 9. Sample Human Resource Officer NOBC

Source: NAVPERS 158391

D. SUMMARY

The DoN has crafted a system which both increases the human capital of the individual HRO and fulfills the needs of the Navy. A high level of confidence is placed in this system as the HR community continues to develop and define its human capital strategy in an extremely dynamic environment. Yet, with this in mind the HR community's investment in the venue of matching SSP codes to HR billets has received no overhaul to reflect the significant role of HROs. *The Model* not only tracks the monetary cost of providing graduate education (GRAD ED) to HROs, but it also provides an illustrative view of the lost associated with not placing HROs in HR billets suited for their specific knowledge, skills and abilities (KSAs). Even with the conservative estimates contained in this study it is clear that poor fit between HR billet job requirements and HR SSP codes the cost is overwhelming. Tools are in place to mitigate the uncertainty of the HR billet matching process. Despite the diligent efforts of the HR hierarchy attempting to resolve this matter, there is still more needing to be accomplished. The NOBC is clearly a starting point and provides an initial framework;

however, it is limited in its scope to match HR billets with HR SSP codes. The utilization report demonstrates that the uniform process employed by the HR community is not without flaws and may require a system overhaul. A system overhaul which facilitates standardization of matching HR SSP codes with HR billets to more efficiently employ the tools currently in place.

V. SURVEY RESULTS AND ANALYSIS

A. INTRODUCTION

This chapter analyzes data compiled from a Human Resource (HR) subspecialty (SSP) survey that was distributed to officers in the HR community with and without a Navy recognized SSP code. The survey questions were divided into two distinct parts; the first half focusing on the individual Human Resource Officers (HRO) and the second half focusing on those who supervise HROs. The survey was developed to analyze the fit between HR billets and HROs possessing SSP codes. The survey further examines the perception of HROs relating to the current fit between the knowledge, skills and abilities (KSA) represented by SSP codes possessed by HROs and the HR billets to which they are assigned. The perception survey is merely a snapshot in time and is representative only of the HROs responding to the HROs SSP survey. The Chapter concludes with a final summary of the survey findings.

B. SURVEY METHODOLOGY

The survey was distributed to HROs who were not on leave, in transit due to permanent change of station (PCS) or medically unavailable at the time the survey was administered. After the survey obtained formal approval from the Naval Postgraduate School (NPS) Institutional Review Board (IRB) and the NPS Dean of Students, the survey was launched using SurveyMonkey, a survey data collection service contracted by NPS. A bulk email was transmitted to HROs to solicit voluntary responses to the HROs SSP survey. The survey focused primarily on those HROs possessing a SSP codes and filling billets requiring a SSP code, with a secondary goal of identifying HR billets not currently being filled by the optimum fit (e.g. correct rank, SSP code, suffix code, etc.,). With a tertiary goal of reviewing and assessing the advantages of generating and recognizing only those SSP gained through attendance of a Department of Defense (DoD) corporate institutions such as NPS. The participants accessed the HROs SSP survey via an internet web link provided by SurveyMonkey.

The survey generated a sample size of 183 respondents to the HROs SSP survey from a total population of approximately 650. The survey was available to all HROs Navy wide to attain the desired cross-sectional data. The HROs SSP survey can be found in Appendix C and D.

C. HRO FILLING HR BILLETS POSSESSING A SSP CODE

The current system in place assigns HR personnel to HR billets is a centralized process further slowed by a very vertical chain of command. The hierarchy is multi-tiered mechanistic, formalized and does not lend itself to a standardized process. A recurring theme during several teleconferencing interviews with GRAD ED placement (PERS 440B), PERS 45E and assistant head officer professional development/subspecialty management (N131) is the importance of the gaining command (referred to as the end-users for the remainder of this study) request in the assignment process. The end-user's desire is the driving force and plays a significant role in which HR SSP code is assigned to the end-user.

D. OPTIMUM FIT BETWEEN HR BILLETS AND HRO

It is imperative that the assignment of the limited qualified inventory of human capital experts be both efficient and effective as the community solidifies itself. An analysis of the data showed that 72 percent of those responding to the HR SSP survey believed their current billet was not being filled at the Navy's prescribed optimum fit. This perception further illustrates that the current assignment of HR SSP codes to HR billets offers far too many derivations to systematically assign HR personnel to HR billets. The survey further measured how the HROs perceived their individual performance in their current billet and is illustrated in the table below:

HRO Self Evaluation of Job Performance	Response Percent	Response Total
Greatly Exceeds standards	35.5%	43
Above standards	47.1%	57
Meets standards	14%	17
Progressing	3.3%	4
Below standards	0%	0

Table 1. HRO Self Appraisal of Performance in Currently Assigned HR Billet

The survey results were somewhat inconsistent with the perception of the overall fit between the HROs and HR billets being filled, but completely consistent with the previously mentioned belief that the SSP they possessed was sufficient to perform the requirements of the billet. The perception of fit is a clear illustration that HROs possessing SSP codes are not systematically allocated to HR billets requiring the KSAs required of the billet. This self appraisal demonstrates the resourcefulness of HROs in attaining the necessary KSAs to be proficient in their current billet assignment, either through heuristic methods, formalized training or on-the-job training (OJT). Several respondents to the HR SSP survey expressed a significant concern in the placement of HROs in billets that lack the KSAs for the billet to which they or their subordinates are assigned. They also believe this leaves them unprepared to adequately conduct the requirements of the HR billet.

E. SUBSPECIALTY CODES FROM SOURCES OTHER THAN NPS

It is important to remember that SSP codes are representative of the KSAs attained through post bachelor education through DoD institutions such as NPS, civilian institutions (CIVINS) or experience equivalent tours which require HROs to serve in a billet for a predetermined amount of time before becoming eligible to submit a request for a SSP code.

In addition, the SSP system is used as a cueing mechanism to identify qualitative officer manpower requirements, as well as the basis for the generation of the Navy's advanced education requirements.³¹

The current educational requirements necessary to acquire a Navy recognized SSP code allow HROs who are unable to attend the NPS due to operational commitment to have an opportunity to acquire a SSP code.³² The assignment of SSP codes through experience tours mitigate the cost normally associated with sending officers to NPS on permanent change of station (PCS) orders. These cost savings can be funneled back into other programs to establish additional training programs to further educate HROs in

³¹ United States Department of the Navy. Subspecialty System Handbook. Retrieved July 11, 2006. <https://navprodev.bupers.navy.mil>.

³² Telephone conversation and interview between LT Lester Isaac, BUPERS (PERS 440B) and the author, May 04, 2006.

community expectations once assigned to HR billets, benefiting a community still in its infancy.³³ Value is added by those HROs attending CIVINS as a pseudo reciprocal interdependence through exchange ideology is created in a classroom setting between Navy HROs and their civilian counterparts. The exposure of HROs to other mediums of acquiring a post-bachelor level education brings with it a more well-rounded and robust understanding of an HROs operating environment. This aspect of CIVINS is under great debate and viewed as essential by many in command positions in the HR community. As an increasing number of HR billet become civilianized, a thorough understanding of the civilian component of the HR world is becoming vitally important. The interaction of HROs with the civilian community has unquestionably positive connotations, and in some cases may even be viewed as a mechanism employed for both recruiting and marketing. Clearly, there are undeniable weaknesses associated with the lack of uniform educational requirements. An unintended consequence of recognizing SSP codes acquired from sources other than DoD institutions, specifically NPS does offer several drawbacks. Perhaps the most significant being the impairment of the Navy subspecialty system (NSS) to uniformly assign HR SSP codes to HR billets.

F. SUMMARY

The methodology currently in practice to match the correct SSP code with the job requirements of the HR billet is a “pull” model. While this may satisfy the desire of an individual end-user, the goal of the NSS is to provide an homogeneous product to the fleet. The KSAs of a SSP code are based on ESRs developed by SSP sponsors and subject matter experts (SME) for each SSP. These ESRs are the foundation upon which the SSP are developed and are to be held constant regardless of means by which a SSP code is acquired. The current NSS does lend itself to individual biases and personal preferences vice a “push” model in which the KSA of an HR SSP code is directly correlated with the KSAs necessary to adequately perform the requirements of the HR billets. The intent of this study is not to minimize the needs of the end-user. It is the end-user who is without question impacted the most by both the HROs and HR SSP codes assigned to his or her command. However, it is equally important that a systematic and

³³ Telephone conversation and interview between Ms. Vicki Poindexter, (N131) and the author, May 04, 2006.

standardized process be employed to ensure best fit between the KSAs possessed by HROs and the KSAs of the HR billet being achieved. It is the manpower claimant, resource sponsor and SME who possess the requisite knowledge and available resources to link SSP code KSAs with the KSAs of HR billets. These responsibilities cannot be subjugated if human capital assets, in this instance HROs with various SSP codes, are to be standardized, uniformly assigned and appropriately utilized.

The HROs SSP survey revealed that 84 percent of the respondents possessing a SSP code believe that the SSP code they possess is appropriate to accomplish the assigned work of the billet they are currently filling. However, this does not speak to whether there is an optimal fit between the requirements of the billet they currently fill and their respective SSP code. These individuals may possess the innate ability to successfully perform the requirements of the billet even in the absence of the necessary KSAs or how many of the skills were acquired from on-the-job training (OJT).

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VI. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

A. SUMMARY

This research examined the current subspecialty (SSP) system, review process and the stakeholders' responsibilities of the Navy subspecialty system (NSS). Significant strides have been made since 1998 when the Chief of Naval Operations (CNO) mandated an improvement to the NSS. However, the vertical hierarchy appears to have remained a constant as illustrated by the number of remaining program administrators. The Human Resource (HR) community uses the following SSP codes to manage the Navy's human capital: Manpower Systems Analysis (MSA), Financial Management (FM), Operational Analysis (OA) and Human Systems Integration (HSI). The assignment process of these SSP codes follows the same design of the NSS, but with fewer personnel. A limited number of HROs coupled with increased demand by the fleet for human capital experts has contributed to a "mismatch" issue surrounding Human Resource Officers (HRO) being sent to Human Resource (HR) billets with mismatched knowledge, skills and abilities (KSAs).

An examination of the cost associated in the development of HROs with HR SSP codes was evaluated. This evaluation illustrated the cost to the Navy of a poor fit between the KSAs of HR SSP codes to the KSA of HR billets. A review of the tools used to track the application of SSP through a report called the "Semi-Annual Officer Utilization Report" published by PERS N45E was analyzed. The Navy Officer Billet Classification (NOBC) acts as a work description or blueprint for matching HR SSP to HR billets. The NOBC identifies officer billet position descriptions and officer occupational experience acquired through billet experience or through a combination of education and experience. Several charts and tables were produced to reflect the cost of the different SSP codes (see Appendix E) and the most current Semi-Annual Officer Utilization Report to provide perspective on the human capital lost and to affix a dollar value. The data supports that not having a proper HR SSP/HR billet fit is costly both monetarily and in terms of diminishing productivity.

A two-part HRO SSP survey was sent to officers in the HR community; part one gathered information directly from HROs; and part two was designed to elicit candid responses regarding job performance from those supervising HROs filling HR billets. In addition to the structured objective portion of the survey, respondents were provided an opportunity to offer feedback on how the effectiveness of the current HR SSP and HR billet matching process works. The results of the survey were somewhat surprising in that HROs currently filling HR billets indicated that the SSPs they possessed were adequate for the billet they were filling. Further analysis showed that the majority of those responding to the SSP survey did not agree with the prescribed requirements of the NSS to their assigned billet. The contradictory aspect of these findings may be driven by a persistent “can-do” culture whereby respondents indicated that in the face of possible mismatches, their responsibility is to overcome, and get the job done. While HROs are not consistently arriving at their HR billets with the necessary KSAs, apparently, they are willing to do whatever is necessary to become proficient in their newly assigned billets.

The initial portion of the HR SSP survey provided the individual HROs the opportunity to provide anonymous feedback with regard to the current HR SSP and billet match in the fleet. The second portion of the survey afforded supervisors an opportunity to provide candid information based on the HROs performance up to the time of the survey. The survey data shows there is concern within the HR community with respect to how HR SSP codes are assigned to HR billets. To reiterate, 70% of the respondents stated there is a mismatch between the specifications of the HR billet and the job to which they are assigned. HROs recognize that the needs of the Navy may at times impair the uniform assignment of HR SSP codes to HR billet, but in the absence of these unique situations a standardized process of assignment is desired.

The survey confirmed the concerns of HROs currently filling HR billets. The HR SSP survey is one methodology to identify areas that may require change. Chapter V is a snapshot of the survey results and analysis contained in this study. Additionally, Chapter V does not take into account or reflect any changes currently being implemented or under review relating to this very dynamic subject matter.

B. CONCLUSIONS AND RECOMMENDATIONS

1. Has the Navy Successfully Accomplished the CNO's 1998 Mandate for Transformation of the Navy's Subspecialty System (NSS)?

a. Conclusion

The HRO SSP survey indicates that the transformation is not complete. The current process used in the assignment of HR SSP codes to HR billets is not being executed as designed. By way of explanation, the gaining command (termed the *end-user*) has a lot riding on the assigned HRO. As such the process may be better served by viewing the end-user as an individual link in the chain working collectively in determining the best fit for the KSAs represented by SSP codes and the KSAs of the HR billet. This may ultimately provide a venue in which the needs of the Navy and unique needs of the HRO are simultaneously addressed. Additionally, interviews with the three top personnel instrumental in the assignment of SSP codes indicated fragmented operating characteristics of the manpower claimant, resource sponsor and SMEs assignment of SSP codes to requirements. Status quo will continue to take the Navy assignment and placement further from standardizing the uniform assignment of HRO SSP codes.

b. Recommendation

SMEs, manpower claimant and resource sponsor should collaborate more closely to validate the requirements and SSP code end-user request. Stakeholders would be reminded of the rationale behind the principles of “push” rather than “pull” prioritization. The HR community could identify actions that result in end-user pulls to determine acceptance due to circumstances, rather than the norm. Reinforcing push processes encourages manpower claimant, resource sponsor and SMEs to collectively place HROs in HR requirements that compliment their KSAs. The HR community should implement the concept of assessment center or human resource school of excellence to diagnose lateral transfer HROs developmental needs. The implementation of an HR school of excellence could be used as a forum to target specific parent communities and lateral transfers to determine a propensity to excel in a specific HR relevant SSP codes, and subsequently in specific HR billets exist. This screening mechanism would facilitate the best fit of SSP codes to individual HROs. A human resource school of excellence

would provide a consistent learning continuum with the goal of creating a standardized HR community of practice (CoP). A formal needs analysis should be performed to determine and validate requirements essential in standardizing and uniformly assigning HR SSP codes to HR requirements.

2. Should the Request of the Gaining Command be the Primary Tool and Main Source of Information Used in Assigning HR SSP Codes to HR Billets?

a. Conclusion

A possible lack of controls led 72 percent of the surveyed HROs to indicate that they did not meet the Navy's prescribed *fit* criteria for their assigned billet. There are governing directives that appear to support the needs of end-users above all else. Although, but one link in a chain of events, the needs of gaining commands appear dominant. Overall intentions of the current NSS are to provide a system of checks and balances, but the reality of end-user demands – likely due to lack of inventory – may be driving the system. All senior interviewees agreed that end-user requests are increasingly given greater prioritization than in previous years.

Multiple respondents expressed that the SSP codes they possess are adequate to execute in their billet. However, those same respondents repeatedly stated that there is a perceived and/or real “mismatch” between the prescribed HR SSP and HR billet. With these conflicting results, it is difficult to draw generalizable conclusions.

It is fair to say that the perception of the respondents was substantial in that the placement system does not uniformly ensure the KSA of respective SSP codes and the KSA of HR billets are carefully matched. Part of this situation includes ill-informed request for specific SSP codes from end-users. Therefore, an overarching conclusion is that continuing to allow the requirements of the end-users to be sacrosanct results in the described mismatches, which likely have some adverse affect on mission accomplishment. What is needed is increased oversight by the resource sponsor, manpower claimant and SME.

b. Recommendation

Administer HRO SSP perception surveys on an annual basis to ascertain the perceptions of HROs filling HR billets. This will provide an additional mechanism to

evaluate *fit* between the KSAs of the HR billet requirements and the KSAs of HR relevant SSP codes. The focus of the HRO SSP survey is to provide the end-user with an additional source of information. While attending PCO and PXO training, the course should include the importance of the NSS system and application. PCOs and PXOs should ensure that they distinguish between command needs and command desires when it comes to billet requirements. The manpower claimant, SME and resource sponsor should ensure that the SSP code requests submitted by the end-user are aligned with the KSAs to accomplish the billet workload.

3. Can Changes in Technology Impact the Current Process and Assist in Correctly Matching the KSAs of HR SSP Codes with the KSAs of HR Billets?

a. Conclusion

Telephone interviews revealed the need to improve technology to manage dynamic system for planning and executing force structure. During the course of this study a new database management system called total force authorizations and requirement system (TFARS) was being introduced (NAVMAC, 2006). TFARS was specifically designed to improve administrative and operational efficiency of uniformly assigning SSP coded personnel to billets suited for the KSAs possessed. TFARS should be more robust and designed to address the short-falls of TFMMS, the current data base management system. The study also suggests that this efficiency improvement offered by TFARS facilitates the compilation of data needed to uniformly assign the KSAs represented by the HR SSP codes to the KSAs of the HR requirement. The introduction of TFARS appears to address several deficiencies of TFMMS uncovered in this study. This addresses the concerns of the HROs responding to the HRO SSP survey as well as the 3TOP PERS interviewed, and paves the way for standardizing the assignment process of SSP codes to billets. This database could also serve to minimize bureaucracy, flatten the earlier identified hierarchy and reduce paperwork and accompanying review wait-times.

b. Recommendations

The system deployment of TFARS should not be delayed until calendar year 2007 as currently planned. The use of TFARS will facilitate tracking KSAs for SSP

codes and KSAs of the manpower requirements for HR billets. TFARS will also provide human capital management consistency and uniformity. The initial phase should establish essential organizational “buy-in” and appointed change agents are likely necessary to address questions and problems. Once TFARS training has been completed, trainers should remain available to assist with the continued transition from TFMMS to TFARS for a substantial transition period, e.g., up to one year. Additional, the concepts, principles and actions which encompass TFARS should be audited semi-annually for several years after transitions and used to make system adjustments.

4. Should the HR Community Recognize SSP Codes Acquired from Educational Institutions Other than the Naval Postgraduate School (NPS) or Experience Equivalent Tours?

a. Conclusion

The data showed that the means of acquiring SSP codes in the HR community are numerous and varied with each individual SSP code. Methods range from attending a DoD institution, CIVINS or significant experience. The HR community employs the same methods of SSP acquisition as other officer communities. The different methods of SSP code acquisition offer too many variations and are prohibitive of uniformly designating and assigning a specific SSP code to a specific HR billet. The same was found to be true in assigning SSP codes to all Navy officer designators. Having only one source for HR SSP code acquisition would standardize the process of KSAs represented by respective SSP codes, ultimately creating a process capable of uniformly assigning specific HR SSP codes to specific HR billets.

The data in this study illustrated cost benefits of recognizing post bachelor education acquired through NPS attendance (Appendix E). The total per student cost to the Navy for graduate education would decrease i.e., the current student enrollment of NPS is approximately 1800, with a maximum capacity of 2700 students. Clearly, an increase in students would result in a decrease in the per student marginal cost as demonstrated by “*The Model*” earlier in this study. The Navy would realize a more immediate return on investment (ROI) because of the difference between the amounts of education being delivered at NPS in a shorter timetable than CIVINS, allowing those HROs acquiring SSP codes an opportunity for easier application in HR billets. An

additional benefit of sending HROs through NPS for HR relevant SSP codes is the camaraderie experienced with officers of other services, fellow Navy officers and international officers. HROs can also take Naval War College (NWC) courses located on the NPS campus, which are necessary for JPME phase I, while simultaneously meeting the requirements of their core post bachelor curriculum.

b. Recommendation

The U.S. Navy, HR community leadership and detailers should send all HROs through NPS for the acquisition of the knowledge, skills and abilities (SSP codes) consistent with the Navy's HR mission. It is further recommended for policy reinforcement that HR community leaders expand educational opportunities for relevant officers; i.e., propose and assist in the development of non-resident post bachelor programs. Use the Navy's corporate university as the sole means of HR SSP code acquisition to facilitate HRO KSAs standardization. HR leadership can stress the importance of attending the Navy's corporate university (NPS) by linking targeted graduate education (GRAD ED) with promotion. Once NPS is made a major milestone, HROs and detailers would make it a priority to ensure HROs attend as part of their normal career track.

C. FURTHER RESEARCH

Conduct research on which HR SSP codes attain the highest performance evaluation ratings in those billets designated solely as HR billets. Additional studies could be conducted in the following areas:

- Validate that the essential job functions of the HR billets are being adequately filled.
- Examine previous assignments and experiences prior to lateral conversion into the HR community.
- Analyze the effects of HROs performance in respective HR billets.
- Conduct a needs analysis commissioned by the HR community to identify and target areas of the HR SSP code and HR billet matching continuum.

The HRO SSP survey distributed to the officers serving in the HR community provides a venue for continuous study for standardizing the assignment of HR SSP codes to HR billets as the HR community continues to evolve. The overall response to the survey is clearly a sign that there is concern in the HR community regarding the assignment of HRO of various SSP to HR billets and warrants further analysis.

APPENDIX A. HRO SUBSPECIALTY PER STUDENT COST

Figures 10 through 13 shows graphically the annual per student cost associated with each HR subspecialty code for cohort year group 2001 thru 2004.

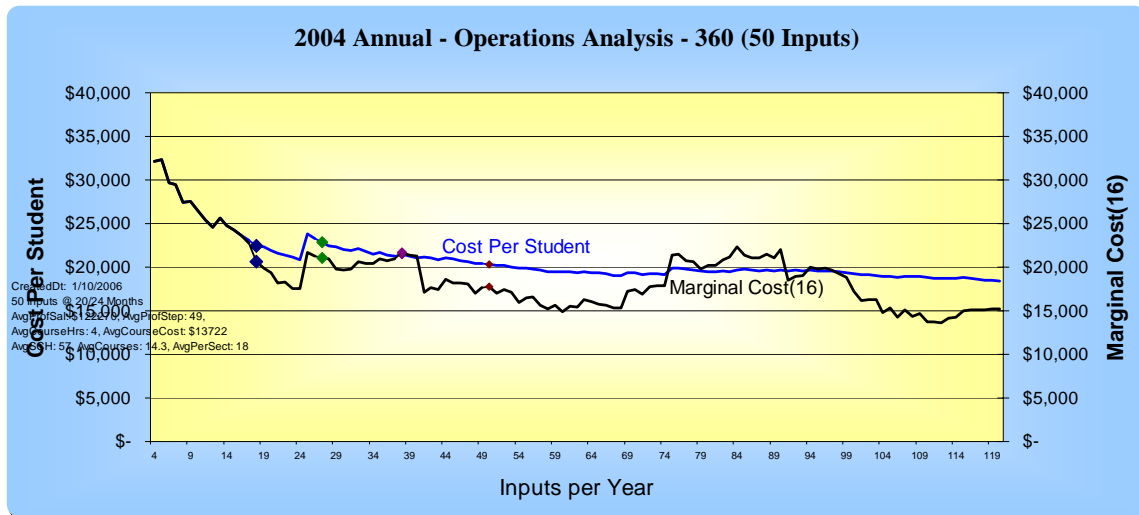


Figure 10. Cost Associated with Acquiring 3211 Q Subspecialty Code.

Source: Derived from Data Provided by George Conner, Strategic Planner NPS

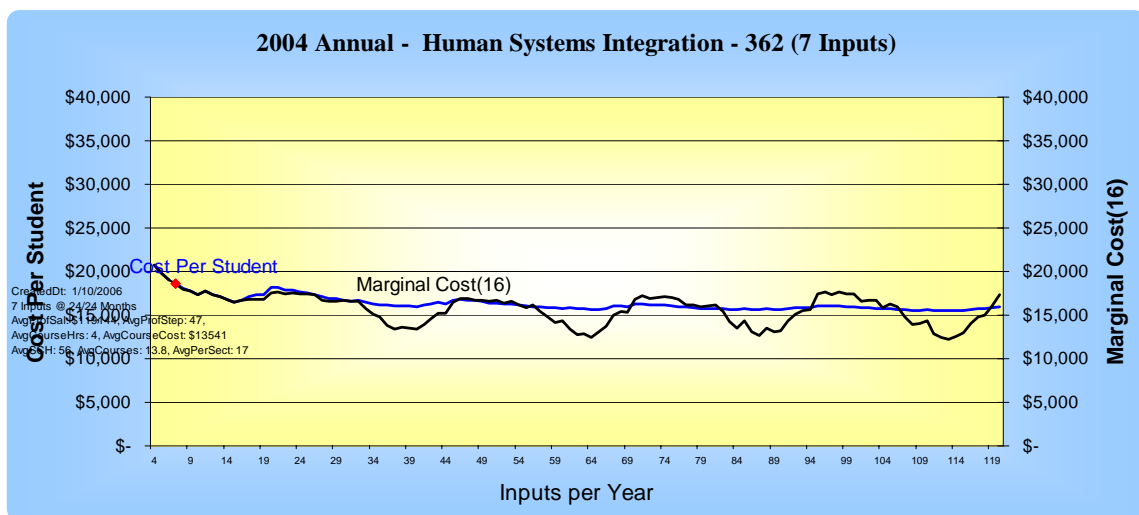


Figure 11. Cost Associated with Acquiring 6500 Q Subspecialty Code at NPS.

Source: Derived from Data Provided by George Conner, Strategic Planner NPS

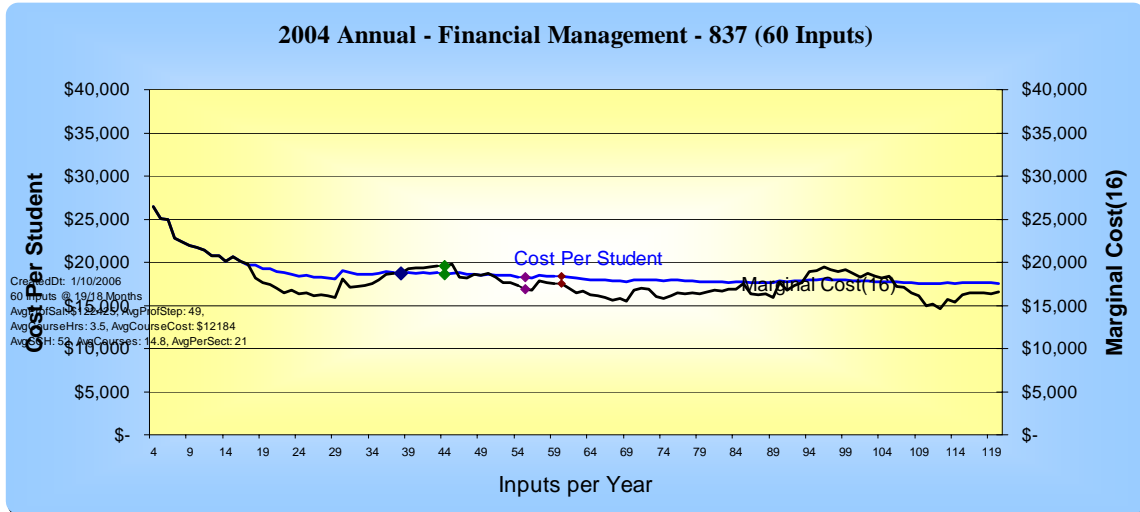


Figure 12. Cost Associated with Acquiring 3111 Q Subspecialty Code at NPS.

Source: Derived from Data Provided by George Conner, Strategic Planner NPS.

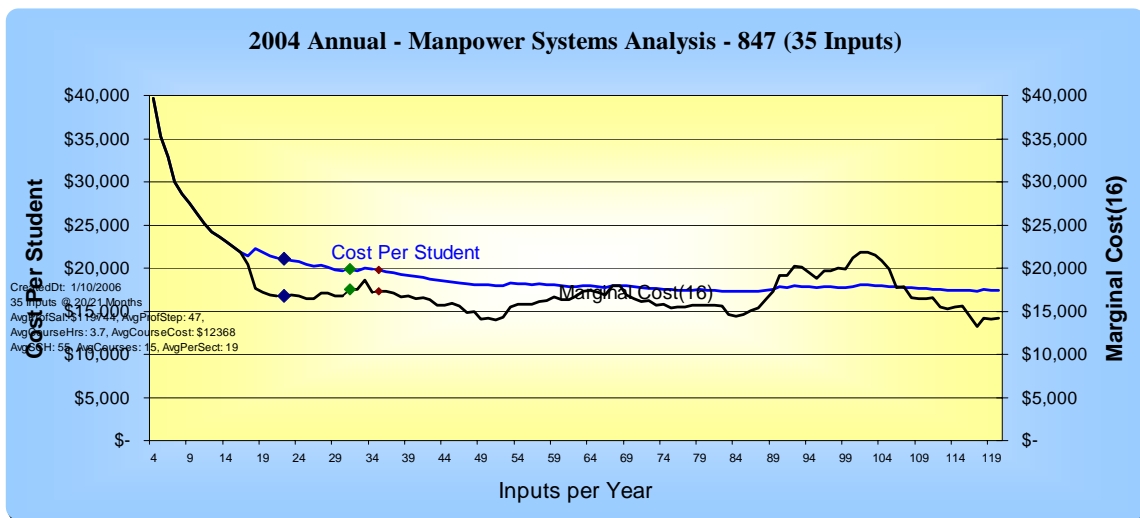


Figure 13. Cost Associated with Acquiring 3130 Q Subspecialty Code at NPS.

Source: Derived from Data Provided by George Conner, Strategic Planner NPS

APPENDIX B. THE MODEL ASSUMPTIONS AND PARAMETER

Category	Value Used	Category Description
MinSectionSize	1	Sections with less than MinSectionSize students cost \$0 in the model (not funded).
MaxSectionSize	25	If course demand causes a section to go over MaxSectionSize, then a new section is created with half the students in each.
MinNumStuds	0	When running each curric separately, MinNumStuds is the starting point and MaxNumStuds is the ending point. For example, if MinNumStuds is 2 and MaxNumStuds is 120, then the model will start at 2 and step up to 120 while capturing data at each point in between.
MaxNumStuds	120	When running each curric together while changing the number of students in NPS, MinNpsStuds is the starting point and MaxNpsStuds is the ending point. For example, if MinNpsStuds is 200 and MaxNpsStuds is 2400, then the model will start at 200 and step up to 2400 while capturing data at each point in between.
MinNpsStuds	200	When running each curric together while changing the number of students in NPS, MinNpsStuds is the starting point and MaxNpsStuds is the ending point. For example, if MinNpsStuds is 200 and MaxNpsStuds is 2400, then the model will start at 200 and step up to 2400 while capturing data at each point in between.
MaxNpsStuds	2000	When running each curric together while changing the number of students in NPS, MinNpsStuds is the starting point and MaxNpsStuds is the ending point. For example, if MinNpsStuds is 200 and MaxNpsStuds is 2400, then the model will start at 200 and step up to 2400 while capturing data at each point in between.
SalaryFactor	24	SalaryFactor is the percent that professor salaries are raised from the payscale. So a professor earning 100,000 will be scaled to 124,000 with a SalaryFactor of 24.
BldgCosts	TRUE	If BldgCosts is TRUE, then the model will include the predicted costs of exceeding capacity due to new construction. These costs don't really need to be included because such construction would only have to be done once and it is not really a recurring cost.
MinSectionRange	6	A part of this model that you don't know about analyzes the effect that MaxSectionSize has. MinSectionRange and MaxSectionRange are the boundaries for the model when doing so.
MaxSectionRange	500	A part of this model that you don't know about analyzes the effect that MaxSectionSize has. MinSectionRange and MaxSectionRange are the boundaries for the model when doing so.
Curric Length Mode	Average Length	The months of education can be either the time students were on board of the curriculums are supposed to be. It is usually best to use Average Length for CurricLength Mode.
Annual or Total Costs	Annual	Annual or Total Program. Total Program, the cost of a students entire program. Annual, then the cost of one input's entire program is divided by the months of education and multiplied by 12 months.

Category	Value Used	Category Description
Marginal NPS Window	300	The cost of adding "Marginal NPS Window" students is computed by dividing "Marginal NPS Window" into the total cost of x students minus the total cost of x-"Marginal NPS Window" students."
Marginal Curric Window	16	
AdditionalCosts	TRUE	Same thing as "Marginal NPS Window," but for currics. AdditionalCosts TRUE means the model includes the additional costs for students from the ABC data of Laura Cole (Thesis, AOB, Grad, ...).

APPENDIX C. HRO SUBSPECIALTY SURVEY QUESTIONS (INDIVIDUAL)

Human Resource Officer (HRO) Subspecialty (SSP) Survey

****For all HROs****

Naval Postgraduate School Participant Consent Form and Privacy Act Statement

****This survey is intended for all Human Resource Officers (HROs) possessing subspecialty codes and supervising those possessing subspecialty codes and filling Human Resource billets****

1. Introduction

You are invited to participate in a survey regarding the appropriation and application of Human Resource Officers (HROs) subspecialties in Human Resource Officers billets.

2. Background Information

The Naval Postgraduate School: Graduate School of Business and Public Policy (GSBPP) is conducting this survey.

3. Procedures

The following 11 question survey takes approximately 5 minutes to complete. Click on the appropriate answer for each survey question, type in additional information if required, and click NEXT to advance to the next screen. All questions must be answered for the survey to be submitted correctly.

4. Risks and Benefits

I understand that this research involves no risks or discomforts greater than those encountered in the use of a computer. I understand that my participation in this survey will provide data for the researcher to analyze whether the current Human Resource Officers (HROs) subspecialty/billet matching process is both efficient and effective.

5. Compensation

I understand that no tangible reward(s) will be given. A copy of the survey results will be made available to all interested parties at the conclusion of the study.

6. Confidentiality and Privacy Act

I understand the records of this study will be kept confidential. No information will be publicly accessible which could identify me as a participant. Survey responses are identified by a code number on each research form. I understand that records of my participation will be retained permanently at the Naval Postgraduate School.

7. Voluntary Nature of the Study

I understand that my participation is strictly voluntary. If I agree to participate, I am free to withdraw from the study at any time without prejudice. I may print out a copy of this screen for my records.

8. Points of Contact

I understand that if I have any further questions or comments after the completion of the study, I may contact the research primary researcher, LT. Terrence Jones (831) 656-7898; or research supervisor, Professor Bill Hatch (831)656-2463, wdhatch@nps.edu.

Statement of Consent

By clicking the YES button below, I am acknowledging that I have read and understand this information and agree to voluntarily participate in this survey. I also understand that I may stop at any time by exiting this website.

*Questions requiring a response are marked with an asterisk and must be answered to properly complete the survey.

- ☐ YES
- ☐ NO

1. Are you a 1200 designated Human Resource Officer (HRO) filling a Human Resource Billet?

- ☐ Yes
- ☐ No

2. Are you the supervisor of a 1200 designated Human Resource Officer filling a Human Resource billet?

- ☐ Yes
- ☐ No

3. What is your "Primary" subspecialty code?

- ☐ Manpower Systems Analysis
- ☐ Financial Management
- ☐ Human Systems Integration
- ☐ Operations Analysis/Research
- ☐ Other

4. What type of subspecialty suffix code do you possess?

- ☐ P (attended NPS unproven)
- ☐ Q (attended NPS proven)
- ☐ S (acquired from experience tour unproven)
- ☐ R (acquired from experience tour proven)
- ☐ Other

5. Do you possess the required subspecialty and suffix code for the billet to which you are assigned?

- ☐ Yes
- ☐ No

6. Do you believe the subspecialty and suffix code assigned to this Human Resource billet is appropriate to accomplish the assigned work?

- ☐ Yes
- ☐ No

7. Please rate your current proficiency and overall quality of job performance in the accomplishment of assigned work?

- ☐ Greatly Exceeds standards
- ☐ Above standards
- ☐ Meets standards
- ☐ Progressing
- ☐ Below standards

8. How long have you been serving at your current command?

- ☐ 1 - 6 months
- ☐ 7 - 12 months
- ☐ 13 - 24 months
- ☐ 25 - 36 months

9. How many years have you been serving in the Human Resource community?

- ☐ Less than 1
- ☐ 1-4
- ☐ 5-10
- ☐ Greater than 10

10. Please select the statement that best describes the current match between the Human Resource Officer characteristics and the requirements of the Human Resource Officer billet being filled?

- ☐ Correct rank
- ☐ Correct rank and is an HRO
- ☐ Correct rank, is an HRO, w/desired subspecialty code
- ☐ Correct rank, is an HRO, w/ desired subspecialty and suffix code

11. Please provide any additional comments below.

APPENDIX D. HRO SUBSPECIALTY SURVEY QUESTIONS (SUPERVISORS)

Human Resource Officer (HRO) Subspecialty (SSP) Survey

****For all HROs****

Naval Postgraduate School Participant Consent Form and Privacy Act Statement

****This survey is intended for all Human Resource Officers (HROs) possessing subspecialty codes and supervising those possessing subspecialty codes and filling Human Resource billets****

1. Introduction

You are invited to participate in a survey regarding the appropriation and application of Human Resource Officers (HROs) subspecialties in Human Resource Officers billets.

2. Background Information

The Naval Postgraduate School: Graduate School of Business and Public Policy (GSBPP) is conducting this survey.

3. Procedures

The following 11 question survey takes approximately 5 minutes to complete. Click on the appropriate answer for each survey question, type in additional information if required, and click NEXT to advance to the next screen. All questions must be answered for the survey to be submitted correctly.

4. Risks and Benefits

I understand that this research involves no risks or discomforts greater than those encountered in the use of a computer. I understand that my participation in this survey will provide data for the researcher to analyze whether the current Human Resource Officers (HROs) subspecialty/billet matching process is both efficient and effective.

5. Compensation

I understand that no tangible reward(s) will be given. A copy of the survey results will be made available to all interested parties at the conclusion of the study.

6. Confidentiality and Privacy Act

I understand the records of this study will be kept confidential. No information will be publicly accessible which could identify me as a participant. Survey responses are identified by a code number on each research form. I understand that records of my participation will be retained permanently at the Naval Postgraduate School.

7. Voluntary Nature of the Study

I understand that my participation is strictly voluntary. If I agree to participate, I am free to withdraw from the study at any time without prejudice. I may print out a copy of this screen for my records.

8. Points of Contact

I understand that if I have any further questions or comments after the completion of the study, I may contact the research primary researcher, LT. Terrence Jones (831) 656-7898; or research supervisor, Professor Bill Hatch (831)656-2463, wdhatch@nps.edu.

Statement of Consent

By clicking the YES button below, I am acknowledging that I have read and understand this information and agree to voluntarily participate in this survey. I also understand that I may stop at any time by exiting this website.

*Questions requiring a response are marked with an asterisk and must be answered to properly complete the survey.

- ☐ YES
- ☐ NO

1. Are you a 1200 designated Human Resource Officer (HRO) filling a Human Resource Billet?

- ☐ Yes
- ☐ No

2. Are you the supervisor of a 1200 designated Human Resource Officer filling a Human Resource billet?

- ☐ Yes
- ☐ No

3. How many Human Resource Officers possessing a subspecialty code do you supervise?

- ☐ One
- ☐ Two
- ☐ Three
- ☐ Four
- ☐ Greater than four

4. Please select all Human Resource subspecialty and suffix codes currently under your supervision?

- ☐ Manpower Systems Analysis
- ☐ Financial Management
- ☐ Human Systems Integration
- ☐ Operations Analysis/Research
- ☐ Other

- ☐ P (attended NPS unproven)
- ☐ Q (attended NPS proven)
- ☐ S (acquired from experience tour unproven)
- ☐ R (acquired from experience tour proven)
- ☐ Other

5. Please rate current proficiency and overall quality of job performance of all HR Officers under your supervision in the accomplishment of assigned work?

- ☐ Greatly Exceeds standards
- ☐ Above standards
- ☐ Meets standards
- ☐ Progressing
- ☐ Below standards

6. Do you believe the subspecialty and suffix code assigned to this Human Resource billet is appropriate?

- ☐ Yes
- ☐ No

7. Does the HR Officer you supervise possess the required subspecialty and suffix code?

- ☐ Yes
- ☐ No

8. How long have you been serving at your current command?

- ☐ 1 - 6 months
- ☐ 7 - 12 months
- ☐ 13 - 24 months
- ☐ 25 - 36 months

9. How many years have you been serving in the Human Resource community?

- ☐ Less than 1
- ☐ 1-4
- ☐ 5-10
- ☐ Greater than 10

10. Please select the statement that best describes the current match between the Human Resource Officer characteristics and the requirements of the Human Resource Officer billet being filled?

- ☐ Correct rank
- ☐ Correct rank and is an HRO
- ☐ Correct rank, is an HRO, w/desired subspecialty code
- ☐ Correct rank, is an HRO, w/ desired subspecialty and suffix code

11. Please provide any additional comments below.

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